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UNITED STATES DEPARTMENT OF THE INTERIOR BUDGET JUSTIFICATIONS, F.Y. 1993

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BUREAU OF LAND MANAGEMENT

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Fiscal Year 1993 Budget Justifications

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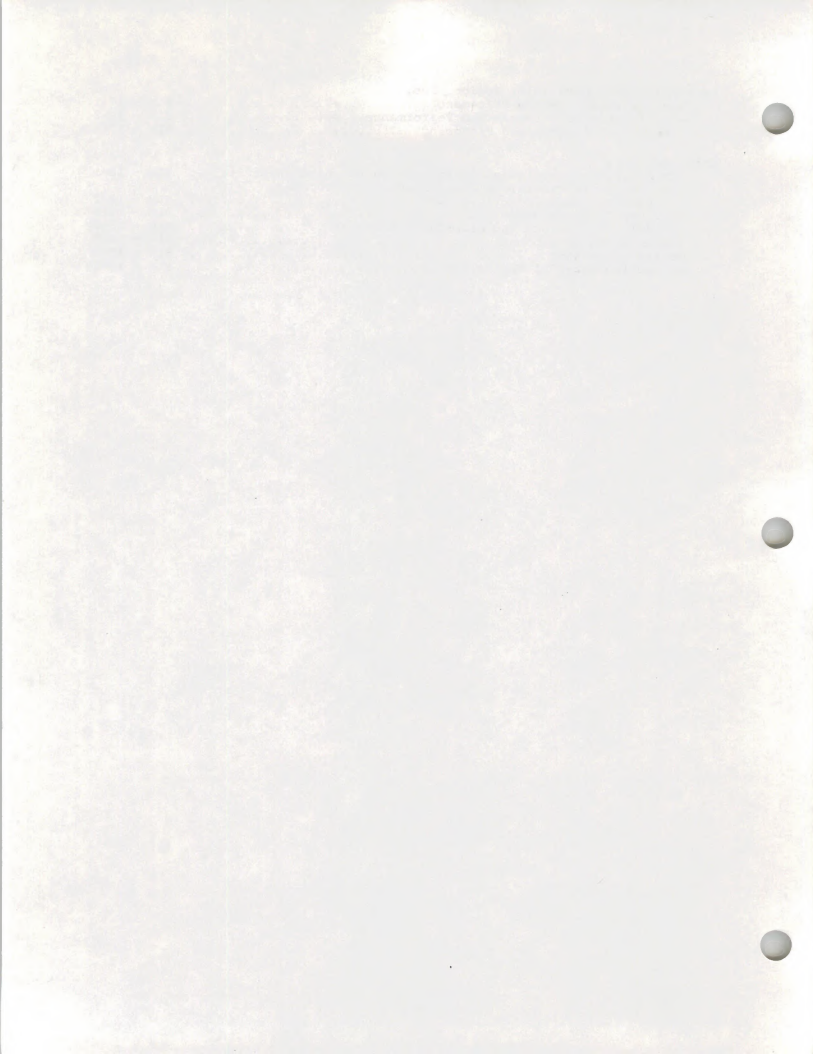
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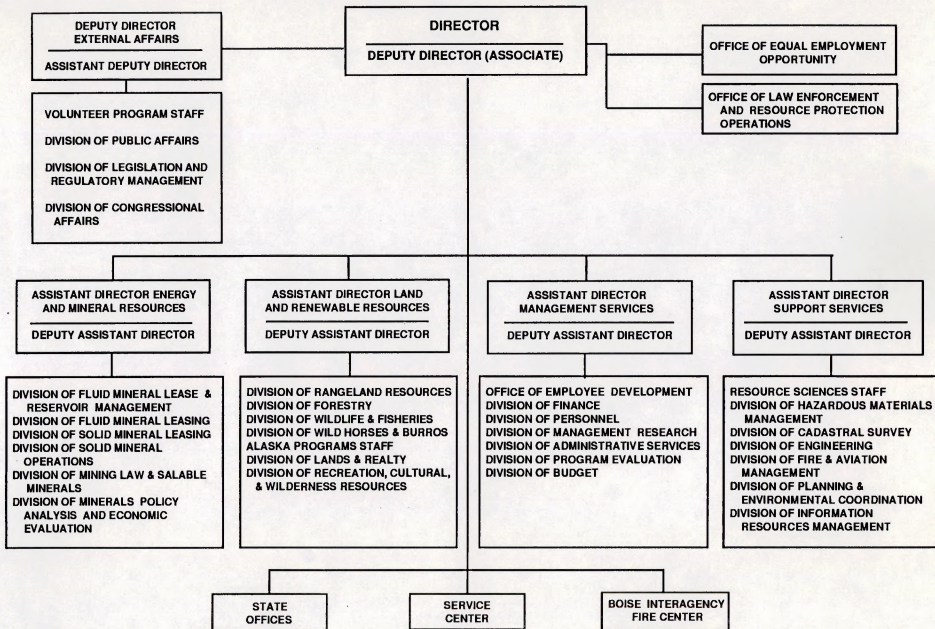
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BUREAU OF LAND MANAGEMENT



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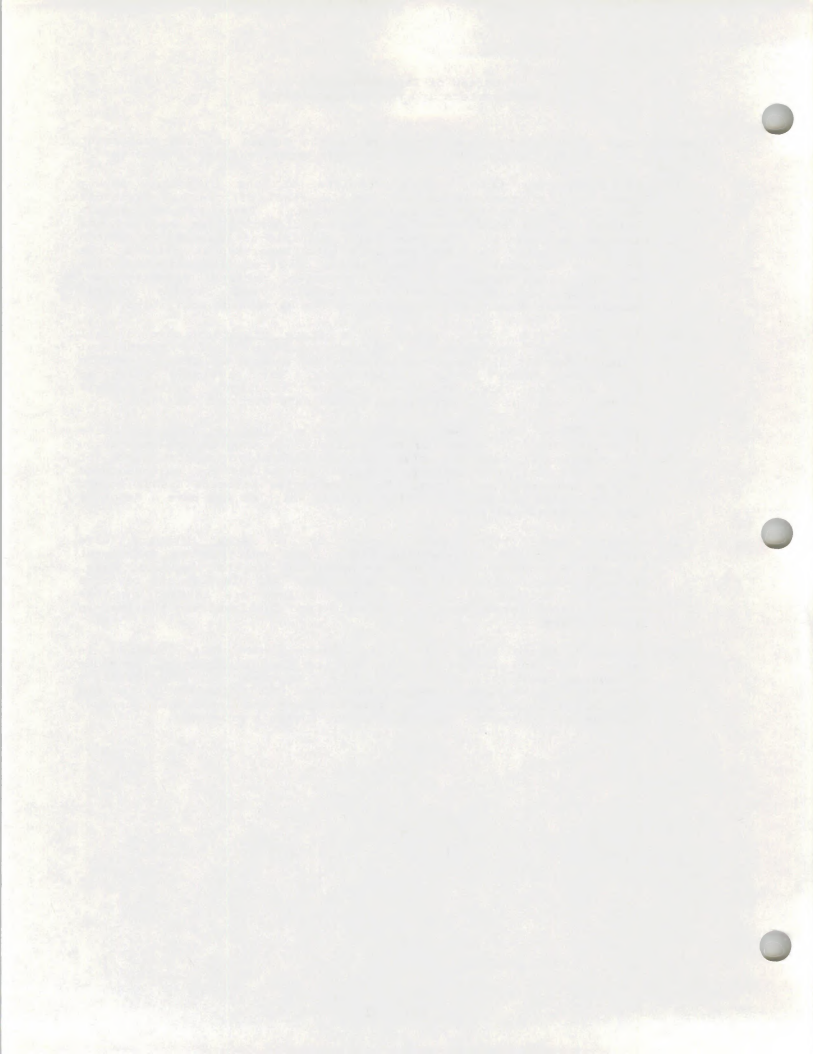
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Bureau of Land Management
Headquarters and Field Organization

Organization - The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

- a) The Headquarters Office, which consists of the Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart). These offices provide national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land; maintain contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provide central administrative direction and procedures for Bureauwide activities.
- b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions, for providing delegated technical and administrative service functions within their jurisdictions, and for supervising subordinate District Offices.
- c) District Offices (58), each headed by a District Manager, have responsibility for directing BLM multiple-use program implementation and operations, land use planning, administrative support, and for supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas, except for the Alaska and Eastern States Offices which do not have a Resource Area organizational level.
- d) Resource Areas (140), each headed by an Area Manager, have responsibility for implementing BLM's total multiple-use management programs for the Public Land on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the Public Land are handled by this organizational level, except for Public Land in Alaska and the Eastern States Office.
- e) Bureauwide support offices (2): the Service Center (SC), located in Denver, CO, and headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides fire training and logistical support, and aviation management services for the Bureau's programs.



GENERAL STATEMENT

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

The BLM Mission

The BLM is responsible for the Stewardship of our Public Land and to manage, protect, and improve these lands in a manner to serve the needs of the American people for all times. Management is based on the principles of multiple-use and sustained yield of our Nation's resources within a framework of environmental responsibility and scientific technology. BLM's concept of stewardship emphasizes conservation, wise use and protection of these resources, and achieving the optimum combination of balanced and diverse uses which also considers long-term needs of future generations for an ecologically sound environment and a strong economy.

BLM is responsible for carrying out the full range of programs for the conservation, management, development, and protection of both surface and mineral resources on approximately 270 million acres of Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

Stewardship of the Public Land

In concert with BLM's goals for multiple-use and sustained yield management, other BLM goals include the following: improving resource conditions and preventing environmental degradation; developing partnerships to share financial responsibility and provide additional expertise for the sound management of natural resources; strengthening research, scientific and technical development efforts; employing a diverse workforce and supporting its professional development; and fostering a service ethic that is responsive to the public and meets the needs for public participation and information sharing about management of the Public Land.

Because of such factors as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western States, the Public Land managed by BLM is rapidly being discovered by more people, becoming more visible on a national level, and is being subjected to more intensive use pressures and conflicts.

Additional responsibilities which have been placed on the BLM through recent legislation also reflect the recognition of the Public Land as a valuable resource base needing management and protection. Concurrently, heightened public controversy concerning resource decisions for the Public Land has resulted in lawsuits which often challenge the concept of multiple-use land management.

A key element in the Nation's ability to maintain options for future decisions regarding Public Land uses is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at levels which will achieve adequate on-the-ground management, resource analyses, decision-making, and use supervision for the many resources under BLM stewardship.

THE 1993 BUDGET REQUEST

Overview

The 1993 Budget Estimate for the BLM is \$1,159.2 million, an increase of \$47.6 million from the 1992 level of \$1,111.6 million. For current appropriations, the 1993 President's Budget request is \$1,050.5 million compared to the 1992 level of \$1,005.5 million, an increase of \$45.0 million. Compared to the 1993 Base for current appropriations of \$982.7 million, the 1993 request is an increase of \$67.8 million.

Major Initiatives

The 1993 President's Budget continues BLM's programs which directly support the Presidential initiative *America the Beautiful*, a major emphasis to expand, protect, and preserve America's treasury of national parks, wildlife refuges, forests, and Public Land and to enhance the access of all Americans to their Public Land and recreational opportunities. Beginning in 1993, *Legacy 99* is a Presidential initiative which is incorporated into *America the Beautiful*. The *Legacy 99* effort in BLM will continue to reduce substantially the backlog of rehabilitation projects, including rehabilitation construction projects and the clean up of hazardous materials, and increase maintenance programs in order to improve the condition of facilities by 1999, the 150th anniversary of the Department of the Interior.

For the BLM part of *America the Beautiful*, a total funding level of \$175.8 million for wildlife habitat and fisheries management, recreation resources, cultural, and wilderness management, rangeland management, Western Oregon other forest resource management, and land acquisition programs is included in the budget. The total increase from 1992 enacted levels for *America the Beautiful* is \$21.2 million.

In addition to support the *Legacy 99* component of *America the Beautiful*, there are increases of \$9.6 million from 1992 enacted level for a total program of \$76.6 million for maintenance, hazardous materials management, and rehabilitation construction.

The following BLM program activities are recommended to increase from 1992 enacted levels under the *America the Beautiful* initiative:

Cultural Resources Management	+\$0.4 million
Wilderness Management	+\$1.3 million
Western Oregon Other Forest Resources	+\$1.9 million
Land Acquisition	+\$17.0 million
<i>Legacy 99</i> maintenance	+\$3.9 million
<i>Legacy 99</i> hazardous materials	+\$4.1 million
<i>Legacy 99</i> construction projects	+\$1.6 million

Management of Lands and Resources

The 1993 budget request for Management of Lands and Resources (MLR), the BLM's principal operating account, is \$546.2 million, an increase of \$14.1 million from the 1992 level of \$532.1 million, and an increase of \$8.6 million

from the 1993 Base. This account includes funds for energy and minerals management, lands and realty management, renewable resources management, and their supporting services programs.

Energy and Minerals Management - The 1993 Budget Estimate for energy and minerals management is \$72.9 million, a decrease of \$8.8 million from the Base. The Mining Law Administration program reduction from \$12.4 million to zero reflects a proposed legislative change, included in appropriations language, to fund this work through collections derived from the proposed annual \$100 holding fee to be charged for each unpatented mining claim in lieu of the current annual assessment work filing requirement. The total Mining Law program level, funded from both the new holding fee and existing fees, is estimated at \$18.8 million in 1993. The Oil and Gas Management program is budgeted at \$53.8 million, an increase of \$2.7 million proposed to address material weaknesses identified in several reports and accelerate the implementation of the BLM national inspection and enforcement strategy. The 1993 estimate for Coal Management program is \$8.5 million, a decrease of \$0.3 million from the Base. The Other Mineral Resources Management program is budgeted at \$10.5 million, an increase of \$1.2 million proposed to enhance mineral materials inspection and product verification efforts, also a material weakness area.

Lands and Realty Management - A total of \$39.2 million is requested for the Lands and Realty Management program, a decrease of \$2.0 million from the 1993 Base. This level will allow the BLM to continue to process lands, realty and rights-of-way services. An additional emphasis will be made in 1993 on the withdrawal review program, a material weakness area. Some land exchanges in the lower 48 states and lands program work in Alaska will be deferred to achieve the decrease.

Renewable Resources Management - The total request for Renewable Resources Management is \$163.5 million, a net increase of \$2.1 million from the 1992 level and essentially equal to the 1993 Base. Major increases in this activity include an increase of \$1.0 million in Soil, Water, and Air Management (for a total of \$19.4 million requested in 1993) to emphasize riparian area and wetlands management. This increase will enhance the BLM's ability to support the BLM Wetlands-Riparian initiative and the President's "No Net Loss of Wetlands" goal. Recreation Management is budgeted at \$47.1 million for 1993, an increase of \$1.4 million above the Base. This subactivity is part of the America the Beautiful initiative and includes Cultural Resource Management (with \$10.1 million requested in 1993) which will focus its increase of \$0.4 million on additional Challenge Grant Cost-Share projects, site monitoring, science and research concerning archaeological and historic resources, and the BLM's Heritage Education initiative. Also, the Wilderness Management program is budgeted at \$11.9 million in 1993, an increase of \$1.3 million to accomplish the identification of approximately 8,000 miles of new wilderness boundaries, and take actions needed to implement anticipated new legislation which would establish an estimated 85 new additions to the National Wilderness Preservation System under BLM management. Recreation Resources Management program is planned at \$25.1 million, a decrease of \$0.2 million from the Base.

Other subactivities under Renewable Resources Management are being budgeted for small reductions reflecting the need to provide increased emphasis on the priority program efforts of the President and the Secretary. The 1993 estimate for Public Land Forest Management is \$6.8 million, a decrease of \$0.4 from the Base; for Wild Horse and Burro Management, \$13.7 million is requested in 1993, a decrease of \$1.1 million; for Rangeland Management, the 1993 estimate is \$41.2 million, a decrease of \$0.3 million; and for Wildlife Habitat and Fisheries Management, the 1993 request is \$33.8 million, a decrease of \$0.7 million from the Base.

Resource Management Planning - The 1993 estimate for Resource Management Planning is \$10.1 million, an increase of \$0.2 million over the 1993 Base for monitoring and maintenance of additional existing land use plans as well as accelerating the completion of one additional plan in progress.

Information and Resource Data Management - The Information and Resource Data Management activity is budgeted at \$61.2 million, a net increase of \$14.7 million from the Base. Modernization of the public land and mineral records through the Automated Land and Mineral Records System (ALMRS) will continue to be the main thrust of these programs. Funding for ALMRS in 1993 is \$38.5 million, an increase of \$15.1 million from the Base. The 1993 increase will be fully utilized for the first phase of implementing the ALMRS/Modernization Project which can be best described as the initial delivery and installation in BLM offices of the first group of newer, faster, more efficient and less costly to maintain computers, software and communications equipment. Other subactivities in Information and Resources Data Management will decrease by \$0.4 million.

Resource Protection and Maintenance - The 1993 estimate for Resource Protection and Maintenance is \$96.6 million, a net increase of \$4.0 million above the 1993 Base. For Legacy 99 initiatives, an increase of \$2.4 million in Facilities Maintenance (for a total \$30.9 million requested in 1993) will allow enhanced maintenance of recreational facilities, performing corrective maintenance needed to protect facility condition, and reducing the preventive maintenance work backlog on Public Land facilities. An increase of \$4.1 million from the Base for Hazardous Materials Management (for a total of \$24.7 million requested in 1993) will provide for increased levels of: site studies and analysis; regulatory compliance audits of operating landfills located on the Public Land; assessments of closed R&PP Act landfills; and hazardous materials site protection and remediation. Resource Protection and Law Enforcement (budgeted at \$15.5 million in 1993) will increase by \$0.2 million to support BLM efforts in the War on Drugs on Public Land. The Cadastral Survey programs in BLM are budgeted at \$25.2 million in 1993 and will decrease by \$2.7 million from the Base.

General Administration - The 1993 Estimate for General Administration is \$102.9 million, an increase of \$0.5 million above the Base. The increase is needed to meet additional financial management workloads such as preparing biennial cost recovery reports, certification of procurement data to IRS, and financial management training; to implement new Department-wide automated administrative support systems for personnel, payroll, and procurement functions; and to increase special emphasis programs for women and minority employment in order to achieve greater workforce diversity in BLM.

Fire Programs

The 1993 request includes \$233.2 million for the Department of the Interior fire programs in the four land managing bureaus in the Department. In keeping with the change in account structure as enacted by the Congress in 1992, the fire program request is divided into two accounts: Department of the Interior Fire Protection (the non-emergency portion), which includes fire management and suppression activities; and the Emergency Department of the Interior Firefighting Fund (the emergency account), which funds wildfire suppression and emergency rehabilitation activities. For the Department of the Interior Fire Protection account, the 1993 request is \$119.6 million, an increase of \$4.1 million from the adjusted 1992 level, and a decrease of \$3.3 million from the 1993 Base. For the Emergency Department of the Interior Firefighting Fund, the request is \$113.6 million, an increase of \$14.0 million over the 1992 level and \$10.8 million over the 1993 Base. The 1993 request

for the emergency firefighting account provides funds at the average annual level of the emergency firefighting expenditures for the 10-year period 1982-1991, with adjustments for inflation.

Payments In Lieu of Taxes

The 1993 budget includes \$105.0 million for Payments In Lieu of Taxes (PILT), an increase of \$1.3 million, which provides the full level of payment under current formulas to counties and other eligible local governments which have specified Federal lands within their jurisdictions.

Construction and Access

For Construction and Access an appropriation of \$14.2 million is requested, essentially equal to the 1992 enacted level. Included in the request is \$12.8 million in construction for 19 projects as part of the *America the Beautiful/Legacy 99* initiative. The remaining \$1.4 million is for easement acquisition.

Land Acquisition

An appropriation of \$42.1 million is requested for Land Acquisition, an increase of \$16.6 million above the adjusted 1992 enacted level. Acquisition of land is proposed for 23 projects in 9 states in support of the President's *America the Beautiful* initiative. These acquisitions, by either exchange or purchase, will preserve wildlife habitat, protect wetland and riparian areas, and enhance public recreational opportunities.

Oregon and California (O&C) Grant Lands

An appropriation of \$83.6 million is requested for BLM program operations in Western Oregon on the Oregon and California (O&C) Grant Lands and related lands. The 1993 request reflects a net decrease of \$5.5 million from the 1992 enacted level and a decrease of \$6.5 million from the 1993 Base.

Within the 1993 budget request, the Other Forest Resources Management subactivity is funded at \$10.9 million, an increase of \$1.9 million for implementation of northern spotted owl recovery actions. Western Oregon Facilities Maintenance is budgeted at \$7.5 million, an increase of \$1.2 million over the Base to support the *America the Beautiful/Legacy 99* initiative and improve facility conditions. The 1993 estimate for Forest Management is \$30.0 million, a decrease of \$2.5 million, and the request of \$29.4 million for the Reforestation and Forest Development program is a decrease of \$6.3 million from the Base. The total O&C program will balance spotted owl protection, biological diversity, the maintenance of a reasonable timber sale supply, and reforestation needs.

Other Accounts

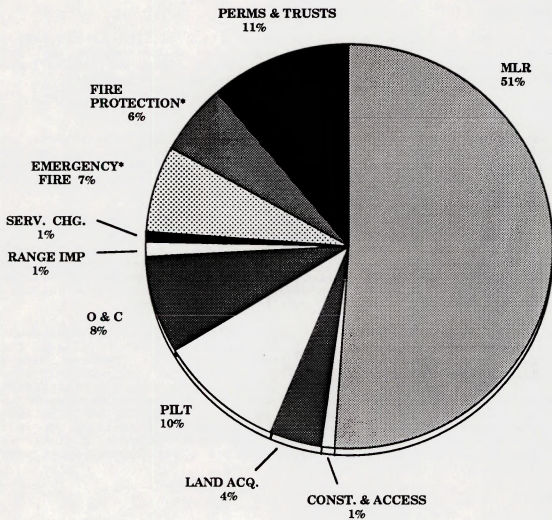
Also included in the 1993 Budget are estimates of \$10.7 million for the Range Improvements account, \$8.0 million for Service Charges, Deposits and Forfeitures account, and \$7.4 million for Miscellaneous Trust Funds account current authority. The range improvement funding level is based on estimated receipts that assume a grazing fee of \$1.92 per AUM will continue in 1993.

Permanent Appropriations

The 1993 Estimate for Miscellaneous Permanent Accounts, which consist mostly of payments of shared revenues from Public Land activities to states and counties, is \$106.8 million, an increase of \$2.6 million. The permanent quarters maintenance and permanent trust funds accounts are estimated at \$1.8 million for 1993, the same level as the 1992 Estimate.

The total levels for each BLM appropriation account are in the following table.

THE 1993 BUDGET ESTIMATE
Proportion of Total Request by Appropriation
(Numbers represent percent of total)



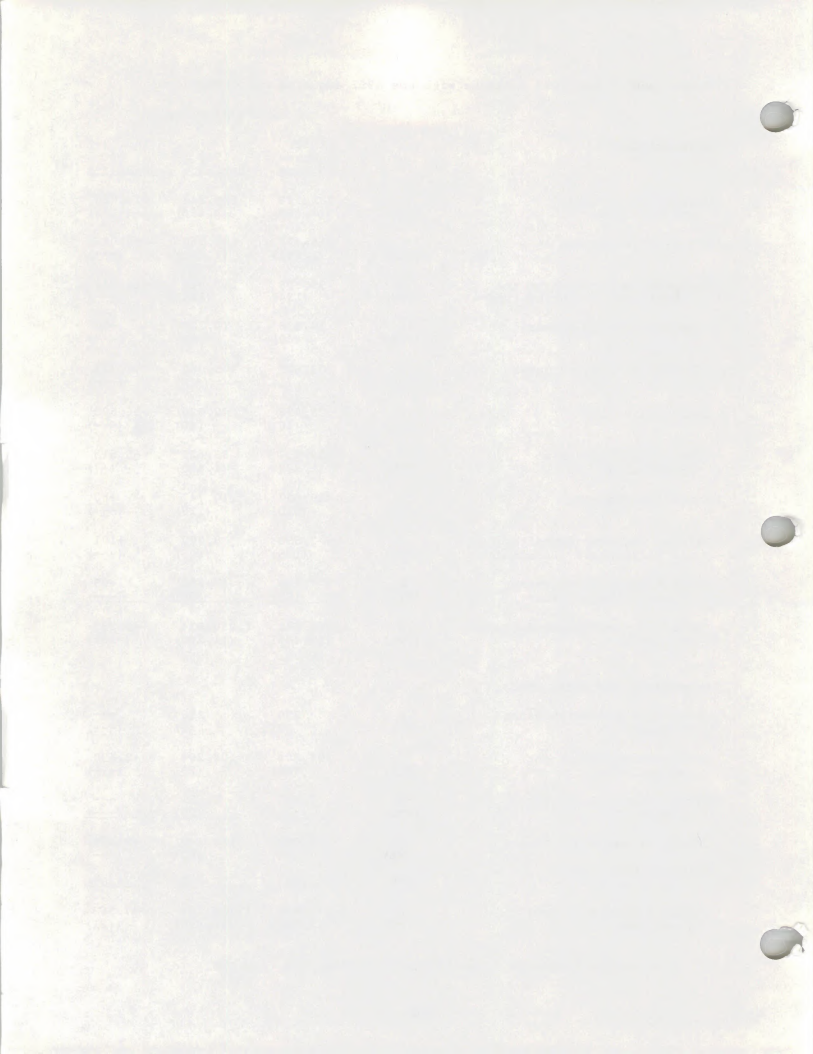
* FIRE PROGRAMS-BLM SHARE ONLY.

Comparison of the 1993 Estimate with the 1992 adjusted appropriations:

(dollars in thousands)

Appropriation		1992 Enacted To Date	1993 Estimate	Inc. (+) or Dec. (-)
Management of Lands and Resources	\$ (FTE)	532,149 (7,689)	546,247 (7,496)	+14,098 (-193)
DOI Fire Protection 1/	\$ (FTE)	115,473 (1,861)	119,560 (1,861)	+4,087 (---)
Emergency Department of the Interior Firefighting Fund 1/	\$ (FTE)	99,598 (134)	113,640 (134)	+14,042 (---)
Construction and Access	\$ (FTE)	14,138 (40)	14,228 (40)	+90 (---)
Payments In Lieu of Taxes	\$ (FTE)	103,677 (1)	105,000 (1)	+1,323 (---)
Land Acquisition	\$ (FTE)	25,498 (40)	42,090 (40)	+16,592 (---)
Oregon and California Grant Lands	\$ (FTE)	89,137 (1,398)	83,622 (1,405)	-5,515 (+7)
Range Improvements	\$ (FTE)	10,687 (110)	10,747 (110)	+60 (---)
Service Charges, Deposits, and Forfeitures (Indefinite)	\$ (FTE)	7,899 (105)	8,000 (105)	+101 (---)
Miscellaneous Trust Funds (Current, Indefinite)	\$ (FTE)	7,285 (68)	7,380 (68)	+95 (---)
Total, Current Appropriations Requested	\$ (FTE)	1,005,541 (11,446)	1,050,514 (11,260)	+44,973 (-186)
<u>Permanents and Trust Funds:</u>				
Operations and Maintenance of Quarters	\$ (FTE)	250 (2)	250 (2)	--- (---)
Miscellaneous Permanent Appropriations	\$ (FTE)	104,206 (28)	106,796 (28)	+2,590 (---)
Miscellaneous Trust Funds (Permanent)	\$ (FTE)	1,601 (20)	1,601 (20)	--- (---)
Total, Permanents & Trusts	\$ (FTE)	106,057 (50)	108,647 (50)	+2,590 (---)
Reimbursements and Other Accounts	(FTE)	(343)	(550)	(+207)
Budget Authority, (Net) Total BLM	\$ (FTE)	1,111,598 (11,839)	1,159,161 (11,860)	+47,563 (+21)

1/ Fire Accounts include \$ and FTE for BLM, BIA, NPS, and FWS.



BUREAU OF LAND MANAGEMENT

COLLECTIONS

In 1993, the Bureau of Land Management (BLM) will collect an estimated total of \$364.3 million from various sources such as sales of land and materials, grazing fees, timber sales, recreation use fees, and other miscellaneous sources. The 1993 Estimate is an increase of \$87 million over the 1992 estimated receipts, primarily resulting from the proposal to establish an annual mining claim holding fee at \$100 per claim, an increase in anticipated timber sale receipts of approximately 3 percent, and an increase in anticipated receipts for Recreation Use Fees associated with the America the Beautiful Passport proposal.

In addition to the receipts enumerated here, BLM activities contribute directly toward the generation of about \$1.1 billion in mineral leasing receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These mineral leasing receipts are reflected in the Minerals Management Service budget.)

COLLECTIONS BY SOURCE

The following table shows total BLM collections in 1989, 1990 and 1991 and the estimated collections for 1992 and 1993, by source:

(dollars in thousands)

Collection Source	1989 Actual	1990 Actual	1991 Actual	1992 Estimate	1993 Estimate
Sales of Public Land and Materials	\$ 15,192	\$ 21,601	\$ 18,513	16,000	16,000
Miscellaneous Filing Fees	2,560	2,012	1,803	2,010	2,010
Mineral Leasing 1/	801	776	900	900	900
Grazing Fees & LU Project Land Receipts	17,821	19,314	19,454	21,493	21,362
Timber Sales	253,281	234,413	167,965	209,262	215,073
Recreation Use Fees	1,413	1,329	1,537	1,450	2,500
Other Receipts, Service Charges, & Fees	<u>24,013</u>	<u>27,809</u>	<u>25,518</u>	<u>26,146</u>	<u>106,441 2/</u>
Total	\$315,081	\$307,254	\$235,690	\$277,261	\$364,286

1/ Most mineral leasing collection functions were transferred to the Minerals Management Service in 1984. The BLM continues to collect and directly deposit rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.

2/ Includes an estimated \$80.2 million in net receipts to the Treasury from an estimated total of \$97.6 million in collections from mining claim holding fees proposed to be established for 1993.

Collections by Source -- Descriptions

1. **Sales of Public Land and Materials** - This category includes receipts from the sale of Public Land, including land sales in Clark County, Nevada, under the Burton-Santini Act, and sales of vegetative and mineral materials, with the following exceptions:
 - o Sale of timber from the Public Domain land;
 - o Sale of land, materials and timber from Oregon and California (O&C) Grant Lands and from Coos Bay Wagon Road (CBWR) Lands;
 - o Sale of land and materials from Land Utilization (LU) project lands;
 - o Sale of land and materials from Reclamation Lands (reserved or withdrawn); and
 - o Sale of townsites and reclamation projects.
2. **Miscellaneous Filing Fees** - An estimated \$2.0 million in miscellaneous filing fees will be collected in 1993. These fees result primarily from filing fees for applications to noncompetitively lease oil and gas "over-the-counter" after tracts were offered in competitive sales and were not leased. This method of leasing was authorized by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100-203). A small amount of receipts is collected from other miscellaneous filing fees, such as fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits.
3. **Mineral Leasing** - This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act (MLA) and the Mineral Leasing Act for Acquired Lands. The Minerals Management Service (MMS) assumed responsibility for collection and distribution of most mineral leasing receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.
4. **Grazing Fees and Receipts from Land Utilization (LU) Project Lands** - This category includes all grazing fees collected from all BLM administered Public Land and all other receipts, such as from the sale of land and materials and mineral leasing, from Land Utilization (LU) Project lands administered by the BLM.

From 1978 through 1985, Public Land grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order (EO) 12548 directing the continued use of the PRIA formula to set grazing fees for the Public Lands. The PRIA formula contains factors including forage value index, private lands lease rates, beef cattle and sheep prices paid to ranchers, and the cost of production for cattle and sheep. EO 12548 also provided that the grazing fee shall not be less than \$1.35 per animal unit month (AUM). Based on the EO, the fee for the 1986 and 1987 grazing years was \$1.35 per AUM.

Regulations published on February 2, 1988, established the process for determining the annual grazing fee for Public Lands grazing, and provided notice of the grazing fee for the year beginning March 1, 1988. These regulations continue the grazing fee formula established by the Public Rangelands Improvement Act and EO 12548. Based on this formula, the fee has been \$1.54 per AUM for the 1988 grazing year, \$1.86 per AUM for the 1989 grazing year, and \$1.81 per AUM for the 1990 grazing year. The fee for the 1991 grazing year is \$1.97 per AUM. The 1992 and 1993 receipt estimates are based upon the recomputed grazing fee of \$1.92 per AUM for the grazing year beginning March 1, 1992.

The time periods of the administrative grazing fee year and the fiscal year do not coincide. Therefore, receipts collected in any one fiscal year are derived from grazing fees established for two grazing years. Because the fee may be at a different rate in each grazing year, the total receipts collected in any one fiscal year may not equal the current grazing fee times the number of AUMs sold.

Grazing and other receipts in this category are collected from the following sources:

- o Collections from Grazing, etc., Public Land Outside of Grazing Districts, BLM. Includes receipts collected from grazing on Public Land outside of grazing districts organized under the authority of the Taylor Grazing Act of 1934 (TGA), such as:
 - Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934, and from grazing on LU Project Lands transferred to the Department of the Interior by EOs 10046, 10234, and 10322 to be administered by BLM under the authority of Section 15 of TGA;
 - Receipts collected by other agencies under cooperative agreements; and
 - Crossing fees and trespass collections for grazing on Section 15 Lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) Lands and LU Project Lands transferred by EO 10787 and EO 10890, and grazing receipts covered by other laws.

Fees from this source constitute 12 to 13 percent of total receipts in this category.

- o Collections from Grazing, etc., Public Land Within Grazing Districts, BLM. Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934, from grazing on LU Project Lands transferred to BLM administration under EO 10787 and EO 10890, and from crossing fees and trespass collections from grazing on Section 3 Lands.

Fees from this source constitute 75 to 78 percent of total receipts in this category.

- o Collections from Land Utilization (LU) Project Lands, BLM. Includes receipts from mineral leasing and other sources from LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by EO 10787 and EO 10890 for administration by BLM.

Total fees from this source constitute 9 to 12 percent of total receipts in this category.

Fifty percent of all grazing receipts collected from the Public Land administered under the Taylor Grazing Act, and 50 percent of all receipts from LU Project Lands under BLM jurisdiction, are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act, FLPMA, and the Public Rangelands Improvement Act, when appropriated by Congress, these funds are available for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected during the previous fiscal year.

5. **Timber Sales** - Included are collections from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

TIMBER COLLECTIONS 1988-1993

(dollars in thousands)

Source	Actual				Estimate	
	1988	1989	1990	1991	1992	1993
Oregon and California						
Grant Lands	\$217,740	\$219,822	\$206,458	\$139,548	\$185,318	\$190,650
Coos Bay Wagon Road Lands	9,453	15,163	8,801	4,087	4,204	4,436
Public Domain (incl. western Oregon)	<u>13,815</u>	<u>18,296</u>	<u>19,154</u>	<u>24,330</u>	<u>19,740</u>	<u>19,987</u>
Total	\$241,008	\$253,281	\$234,413	\$167,965	\$209,262	\$215,073

The actual 1991 receipts reflect a low point in the level of timber harvested due to both the depressed economy and housing market conditions and reduced sales as result of the delays and effects from listing the northern spotted owl as a threatened species and the proposed listing of its critical habitat by the FWS. Delays have occurred as a result of time needed for consultation required under Section 7 of the Endangered Species Act on timber sales which "may affect" the northern spotted owl, and consulting with FWS on critical habitat.

The estimated 1992 and 1993 collections reflect a level of harvest that results from protection of the northern spotted owl and its habitat, and the projected supply of timber to be offered. The actual volume that will be sold in each year is expected to be less than the offered volume due to delays caused by anticipated protests, litigation, and other environmental/legal challenges to 1992 and 1993 timber sale plans and individual sales.

The total receipts in 1992 and 1993 are expected to increase because we have assumed that market conditions will improve over 1991, thereby providing a climate which is more conducive to the harvesting in 1992 and 1993 of a larger proportion of the "higher valued" timber from the 1990 sales. However, the impact of significantly reduced sale levels beginning in 1991 and expected to continue through 1993 with the resultant lower harvest levels in 1993 and beyond is reflected in reduced receipt estimates for the out-years (1994-1997).

6. **Recreation Use Fees** - Recreation use fees are collected primarily from competitive events, such as off-road vehicle (ORV) events; river rafting outfitters; commercial recreation users; and from campers at developed facilities. The increase in receipts beginning in 1986 was the result of higher fees charged to permittees and from increased recreation use.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM in the year following the year of collection to assist in covering management and maintenance costs. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account. Prior to December 22, 1987, recreation user fees were deposited in the Land and Water Conservation Fund and were not available for appropriation to the BLM.

The 1993 receipt levels are expected to increase by \$1.0 million in 1993 as a result of the America the Beautiful Passport initiative. These additional funds would then become available for appropriation to the Management of Lands and Resources account in 1994.

7. Other Receipts, Service Charges, and Fees - The major categories of other receipts collected by the BLM that are not otherwise classified include the following:
- o Rent of land for authorized commercial, industrial and residential purposes;
 - o Annual rentals from rights-of-way permits (except those issued under the authority of the Mineral Leasing Act);
 - o Service Charges, Deposits, and Forfeitures include revenues from special program service charges such as road maintenance fees, rights-of-way application processing fees, wild horse and burro adoption fees, fees charged to timber sale purchasers when BLM performs work required by the contract, reimbursement to the government for damage to lands and resources, and copy fees;
 - o Contributions include funds contributed to BLM for projects or work as authorized by the Federal Land Policy and Management Act, Taylor Grazing Act, Sikes Act, and other laws;
 - o Holding Fees for Unpatented Mining Claims, Tunnel or Mill Sites include the net receipts to the Treasury from the proposed annual holding fee for unpatented mining claims, mill and tunnel sites in lieu of the assessment work required by the General Mining Laws. Language to authorize this fee is proposed in the 1993 President's Budget. The total amount estimated to be collected in 1993 is \$97.6 million, based upon the collection of a \$100 fee per mining claim. The net receipts to the Treasury are estimated at \$80.2 million after deducting the cost to BLM of administering the holding fee collections and covering the cost of the BLM mining law administration program.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1991 (Actual)

State	Mineral Leases and Permits 1/	Grazing Receipts Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alaska.....	367,378	---	---	891	---	368,269
Arizona.....	10,756	136,905	72,368	8,002	---	228,031
California.....	38,587	75,357	13,938	69,001	---	196,883
Colorado.....	44,986	45,052	109,982	9,104	---	209,124
Florida.....	---	---	---	190	---	190
Idaho.....	8,639	32,070	251,302	48,054	---	340,065
Kansas.....	---	100	---	---	---	100
Minnesota.....	---	---	---	16	---	16
Missouri.....	---	---	---	4	---	4
Montana.....	7,630	142,709	160,690	14,725	381,572	707,326
Nebraska.....	---	733	---	---	---	733
Nevada.....	8,275	21,385	415,067	2,058,015 2/	---	2,502,742
New Mexico.....	143,292	219,445	324,286	21,438	9,806	718,267
North Dakota.....	450	8,105	---	1,292	1,629	11,476
Oklahoma.....	10,275 3/	95	---	---	---	10,370
Oregon.....	558	44,335	152,630	707,174	69,682,629 4/	70,587,326
South Dakota.....	---	79,681	---	6	1,140	80,827
Utah.....	242,062	---	168,095	26,392	---	436,549
Washington.....	9	23,711	---	2,782	---	26,502
Wisconsin.....	---	---	---	1,128	---	1,128
Wyoming.....	137,801	443,405	239,494	20,219	255	841,174
TOTAL	1,020,698	1,273,088	1,907,852	2,988,433	70,077,031	77,267,102

- 1/ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.
- 2/ Includes \$1,956,486 for Burton-Santini Land Sales.
- 3/ Includes \$10,187 for Oklahoma Royalties.
- 4/ Includes \$69.1 million from O&C Grant Lands and \$593,143 from Coos Bay Wagon Road timber receipts.

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The *Management of Lands and Resources (MLR)* appropriation, the largest of the Bureau of Land Management's (BLM) operating appropriations, funds a variety of activities essential to the development, management, and protection of the Public Land and resources (both surface and mineral) under the BLM's stewardship. These activities include energy and minerals management, lands and realty management, renewable resources management, resource management planning, information and resources data systems, resource protection and maintenance, emergency operations, and general administration.

1. *Energy and Minerals Management* involves the leasing and supervision of Federal and Indian oil and gas, coal, nonenergy minerals, geothermal, and oil shale resources; the administration of laws relating to mining on the Public Land; and the sale of mineral materials, including the assessment of environmental impacts of proposed minerals development actions and the implementation of measures to mitigate any adverse environmental effects.

- A. *Oil and Gas* involves managing over 79,000 Federal oil and gas leases (about 19,000 producing) on 60 million acres, and managing 9,000 Indian leases (3,900 producing). The program involves leasing Federal oil and gas resources onshore, including resource evaluation, post-lease supervision, lease adjustments, drainage detection, diligent development reviews and supervision of Indian mineral leases; environmental assessments; and inspection and enforcement activities. The 1993 program places additional emphasis on BLM's inspection and enforcement efforts, and also continues Indian diligence, protection against oil and gas drainage, and plugging abandoned oil and gas wells.
- B. *Coal Management* provides for leasing and managing about 33 percent of the known coal resources in the United States. Major emphasis in the program is on active supervision of existing leases and producing operations through lease readjustments, diligent development reviews, inspection and enforcement, and production verification.
- C. *Mining Law Administration* provides for administering the laws relating to mining locatable (hardrock) minerals on the Public Land, including the recordation of mining claims, environmental assessment and surface management of ongoing mining activities, issuance of mineral patents, and other functions relating to mining activity.

The 1993 program includes an Administration initiative to establish an annual holding fee of \$100 for each unpatented mining claim, mill and tunnel site on Federal lands. This fee is in lieu of the current requirement under the General Mining Law of 1872 and the Federal Land Policy and Management Act of 1976 for the accomplishment and recordation of \$100 worth of annual assessment work on each unpatented mining claim. The proposal would also provide that funding for managing the mining law administration program (in lieu of the amount normally provided by direct appropriation) would be derived from a portion of the holding fee revenue.

- D. *Other Minerals Resources Management* provides for leasing and supervision of other mineral resources such as geothermal, uranium, oil shale, potash, phosphate, and other leasable minerals on Public, Acquired and Indian lands; and for managing and selling common variety mineral materials such as sand and gravel. Emphasis in 1993 will be on intensified production verification and appraisals of mineral materials sales.

2. **Lands and Realty Management** provides the lands and realty actions needed to support BLM and other agency land management programs, and realty services to the public, industry, and state and local agencies.
 - A. **Lands, Realty and Rights-of-Way Management** includes the basic function of providing lands, realty and rights-of-way services to the public, State and local governments, and other Federal agencies. These services include authorizing land uses on the Public Land, authorizing rights-of-way, adjusting land tenure, operating and maintaining the existing manual system of official Public Land records, and responding to public inquiries about Public Land status, use and availability. This program also involves reviewing, revoking, and processing withdrawal and classification actions for Public Land.
 - B. **Alaska Lands** program provides the special lands and realty functions for Federal lands in the State of Alaska. This includes continuing the transfer of title for large acreages to the State of Alaska and to Native corporations; processing Native allotments, land exchanges, use authorizations; and performing easement management, and other lands and realty work in support of natural resource programs in Alaska.
3. **Renewable Resources Management** involves forest management outside of western Oregon; wild horse and burro management; rangeland management; soil, water and air management; wildlife habitat and fisheries management; and recreation management including cultural resources and wilderness management. These activities provide for the stewardship, development, use, protection, and sustained yield management of natural resources on the Public Land.
 - A. **Forest Management** provides for managing, developing, and protecting approximately 1.8 million acres of commercial forest land outside of western Oregon and Alaska, and about 20 million acres of woodlands. In 1993, the major emphasis will be to continue implementing the Strategic Plan, *Forests: Our Growing Legacy*, which focuses on total forest ecosystem management. The commodity objectives in 1993 include offering 60 million board feet of timber sales, issuing 42,000 minor forest product permits, and reforestation 1,000 acres.
 - B. **Wild Horse and Burro Management** ensures maintaining viable populations of healthy, free-roaming wild horses and burros in balance with available Public Land resources. At the 1993 program level, the end-of-year population of wild horses and burros on the Public Land will be approximately 59,250 animals. The BLM will continue the adopt-a-horse program and plans to place 5,625 animals through adoption.
 - C. **Rangeland Management** provides for managing and administering rangeland resources of the Public Land, including riparian areas associated with rangelands, under the principles of multiple-use and sustained yield, and for supervising livestock grazing management practices. The 1993 program, which is included as part of the President's *America The Beautiful* initiative, emphasizes rangeland monitoring studies, and the preparation and implementation of Allotment Management Plans to meet the goals and objectives established in BLM's *Range of Our Vision* strategy.

- D. **Soil, Water, and Air Management** includes functions such as improving and enhancing wetlands and riparian areas; conducting soil surveys; improving water quality through land treatment or development of facilities; maintaining watershed management structures and facilities; documenting and applying for water rights for Public Land uses; and gathering soil, water and air quality data necessary to make resource management decisions and to support research for global climate change factors. The 1993 program emphasizes implementation of BLM's Riparian-Wetland Initiative for the 1990's. The President's *Global Climate Change* initiative will continue to be funded at the 1992 level.
- E. **Wildlife Habitat and Fisheries Management** includes efforts to protect, manage, and improve fish and wildlife habitats for all species which are totally or partially dependent on the Public Land; cooperative management with other Federal and State wildlife agencies responsible for species management; and habitat protection and management for threatened and endangered species of fish, wildlife and plants. The overall goal of the 1993 program is to support the President's *America the Beautiful* initiative through implementation of the objectives of the BLM's Fish and Wildlife 2000 strategic plan. An important component of the *America the Beautiful* initiative is the BLM's active role in management of riparian-wetland resources to meet the President's goal of "no net-loss" of wetlands. Also included within BLM's wildlife program is the responsibility for subsistence hunting management on about 70 million acres of Public Land in Alaska.
- F. **Recreation Management** includes the activities that facilitate and manage the use of the Public Land for a wide variety of outdoor recreation purposes; protection, interpretation, and management of historic, archaeological, and paleontological sites; and wilderness area management. By providing a quality and safe recreational opportunity on the Public Land, the program is part of the President's *America the Beautiful* initiative. Recreation Management includes the following elements:
- (1) **Cultural Resources Management** focuses on protecting, interpreting, and managing cultural and paleontological resources on the Public Land. Emphasis in 1993 is on enhancing capabilities to comply with provisions of the Archeological Resources Protection Act, as amended, and the Native American Graves Protection and Repatriation Act. The BLM will expand and build on the success of the challenge cost-share program with potential partners, particularly in heritage education. The BLM's Heritage Education initiative will increase awareness of cultural resources in America's youth.
 - (2) **Wilderness Management** includes managing wilderness study areas and designated wilderness areas. Emphasis in 1993 is on wilderness area management for recently designated wilderness areas in Arizona and anticipated new wilderness areas to be designated on Public Land.
 - (3) **Recreation Resources Management** focuses on continuing implementation of the BLM's strategic plan, *Recreation 2000*, to manage areas where recreation use is heavily concentrated, and facilitating extensive recreational use on the Public Land. Emphasis in 1993 will be on visitor services, resource protection, use management, and plan preparation for special management areas including existing and new National Conservation Areas, to provide quality recreational opportunities on the Public Land.

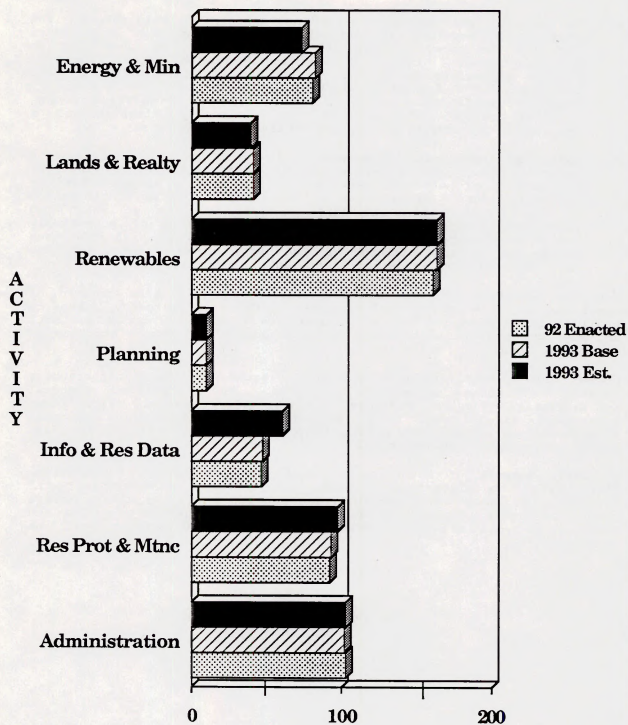
- G. **Recreation Operations (Fees)** includes operating and maintaining fee-generating recreation facilities. Funds for this program are derived from BLM's recreation fee collections.
4. **Resource Management Planning** provides for developing resource management plans to provide a basis for land use and resource allocation decisions on energy and mineral production, renewable resources management, lands and realty actions, and supporting activities, as well as resolving conflicts involving other natural and cultural resources and environmental protection needs.
5. **Information and Resource Data Management** provides for operating the BLM automated systems to support management of the Public Land, and other Federal lands and resources for which the BLM has responsibility or involvement, including the Automated Land and Mineral Records System (ALMRS); managing existing ADP and data information systems; and giving technical support to field offices.
- A. **Information Systems Operation and Management** support all aspects of the BLM's programs by developing and operating automated systems for acquiring, storing, using, and disseminating data. Emphasis in 1993 is on maintaining BLM automated systems and supporting system modernization efforts.
- B. **Resource Data Acquisition and Management** provides for developing and managing processes for data automation and modeling efforts to provide field managers with better and more accurate information to use for informed decision making. In addition, the BLM's use of the closely related mapping sciences fields of photogrammetry, base mapping, and remote sensing technology are supported in both manual and automated modes.
- C. **Automated Land and Mineral Records System/Modernization (ALMRS/Modernization)** provides for continuing development, automation, testing, and implementation of the BLM's automated records system to serve the public, industry, local governments and other Federal agencies' uses, as well as BLM objectives. The first phase of implementing the ALMRS/Modernization Project will begin in 1993. The BLM offices will receive the initial delivery and installation of the first group of newer, faster, more efficient and less costly to maintain computers, software and communications equipment in this phase.
6. **Resource Protection and Maintenance** includes cadastral surveying in both Alaska and the lower 48 States; resource protection and law enforcement; facilities maintenance for buildings, roads, and recreation sites; and hazardous materials management on the Public Land.
- A. **Alaska Cadastral Surveys** are land ownership boundary determinations performed to identify and mark the Federal lands in Alaska. Cadastral surveys are also needed to transfer lands selected by the State under the Alaska Statehood Act; to transfer lands to Native corporations; and to facilitate other land entitlements under the Alaska Native Claims Settlement Act and Native allotments; and for other laws. In 1993, BLM will continue to emphasize conducting surveys according to the Patent Plan Process.
- B. **Other States Cadastral Surveys** identify and mark the Federal land ownership boundaries and provide legal property descriptions for areas outside of Alaska. Cadastral surveys are a prerequisite to many resource management and realty activities. Primarily, this involves resurveys to re-establish original survey boundaries and obliterated markers. Emphasis is placed on the highest priority surveys needed to support energy and minerals development, forestry, realty program actions, and management of wilderness areas, and to identify boundaries of wild and scenic river segments.

- C. **Resource Protection and Law Enforcement** provides for the enforcement of laws and regulations governing the protection of the Public Land and resources through BLM law enforcement personnel and cooperative agreements. Emphasis is on implementing the President's War on Drugs and the Departmental Drug Enforcement Policy through enforcement actions to suppress manufacturing, possession, and distribution of illegal drugs on the Public Land.
 - D. **Facilities Maintenance** provides essential maintenance and engineering services in support of BLM programs. Maintenance includes the care, upkeep, and protection of the investment in buildings, roads, bridges, trails, and recreation sites. The 1993 program emphasizes additional maintenance of BLM facilities under the President's *America the Beautiful* initiative and the Secretary's *Legacy 99* initiative to protect public health and safety, prevent resource damage, and provide the physically disadvantaged a reasonable opportunity to use the Public Land resources.
 - E. **Hazardous Materials Management**, a part of the Secretary's *Legacy 99* initiative, provides for the identification, evaluation, and cleanup of hazardous materials sites, as well as preventing or minimizing future occurrences of hazardous materials contamination on the Public Land. Emphasis in 1993 will be on conducting additional inventories, assessments, and studies of potentially contaminated sites; providing a rapid inventory of high risk uses proceeding toward cleanup of hazardous sites; and conducting environmental compliance audits of BLM's own facilities.
7. **Emergency Operations** include emergency repair of facilities damaged or destroyed by fire or natural disaster using the emergency authority provided in Section 101 of the Interior Department Appropriations Act, and support to control outbreaks of grasshoppers and Mormon crickets on the Public Land.
8. **General Administration** includes the BLM's equal employment opportunity program, aviation management program, and specified general administrative support services. Additionally, certain significant Bureauwide fixed costs such as office space leasing, postage, communications, unemployment, and injured workers compensation are also funded under General Administration.

In 1993, support of the Secretary's *Excellence in Education* initiative, particularly at Historically Black Colleges and Universities, will continue. Programs to encourage young people, including Alaska Native youth, to become involved in natural resources management education and careers, as well as other human resources program emphasis, will be conducted.

MANAGEMENT OF LANDS AND RESOURCES

Dollars in Millions



Appropriation Language Sheet

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$538,940,000] *\$546,247,000* of which the following amounts shall remain available until expended: [not to exceed \$1,400,000] *\$1,450,000* to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), and [\$23,500,000] *\$38,500,000* for the Automated Land and Mineral Record System Project [[: *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]; and in addition, *\$12,430,000* for Mining Law Administration program operations to remain available through September 30, 1993, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: *Provided*, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1993 so as to result in a final fiscal year 1993 appropriation estimated at not more than *\$546,247,000*: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended: *Provided further*, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for managing land and resource programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's natural resource management activities and that are necessary to comply with State or Federal laws, regulations, or requirements. [Notwithstanding any other provision of law, none of the funds in this or any other Act shall be available before October 1, 1992, to accept or process applications for patent for any oil shale mining claim located pursuant to the general mining laws or to issue a patent for any such oil shale mining claim, unless the holder of a valid oil shale mining claim has received first half final certificate for patent by date of enactment of this Act.]

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 et seq., and 1901 et seq.; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1992.)

Justification of Proposed Language Changes

Management of Land and Resources

1. Deletion: [not to exceed \$1,400,000]

Deletion of the words "not to exceed" from the provision relating to the appropriation of recreation fee collections will make this a definite amount which can be warranted by the Treasury Department to BLM as part of our no-year "Management of Lands and Resources" appropriation warrant, rather than under the current Treasury practice of providing a separate appropriation warrant for receipts and then transferring the funds to MLR. Having a single warrant for no-year MLR funds will simplify the process and the paperwork for everyone involved.

2. Deletion: [*Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors*];

Based on public comments received in 1987 and 1988 on the proposal to establish procedures for the destruction of healthy, unadoptable animals, the BLM decided in 1988 against any form of destruction of healthy animals. Consequently, existing BLM policy forbids destruction of healthy animals. The BLM's commitment to continuing this policy alleviates the need for this language.

3. Addition: *and in addition, \$12,430,000 for Mining Law Administration program operations to remain available through September 30, 1993, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1993 so as to result in a final fiscal year 1993 appropriation estimated at not more than \$546,247,000:*

This provision establishes that a portion of the revenues collected from the proposed annual mining claim holding fees is the funding mechanism for the BLM's mining law administration program in lieu of the current direct appropriation and advances funds to BLM to operate the program. It allows the BLM to be credited with \$12,430,000 in advance of actual receipt collections to continue BLM responsibilities to administer the General Mining Laws and protect the Public Land. As holding fees are collected during 1993, the advance of funds will be reduced and this appropriation will be credited with reimbursable income from holding fee receipts so as to result in a final Management of Lands and Resources Appropriation of not more than \$546,247,000.

4. Addition: *Provided further, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended:*

This provision provides reimbursable authority to the BLM's Management of Lands and Resources account for up to \$5,000,000 from holding fee revenues as they are collected to cover the costs of administering the mining claim holding fees, collecting and processing the fees, and recording and adjudicating claims. These funds will remain available until expended.

5. Addition: *Provided further, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for managing land and resource programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's natural resource management activities and that are necessary to comply with State or Federal laws, regulations, or requirements.*

This provision is to provide authority to BLM to reimburse BLM employees for the cost of establishing and maintaining state certifications and licenses in such professional areas as real estate appraisal and certifications to use toxic substances such as pesticides, herbicides, and the like. The BLM does not currently have authority to reimburse BLM employees for their out of pocket expenses.

The Financial Institutions Reform, Recovery, and Enforcement Act of 1989 (FIRREA) is intended to protect Federal financial and public policy interests in real estate-related financial transactions requiring the services of an appraiser. Title XI of FIRREA provides the affected Federal entities with added assurance that real estate appraisals used in connection with Federal responsibilities and requirements are performed in accordance with uniform standards by individuals whose competency has been demonstrated and whose professional conduct will be subject to effective supervision. Section 1119 of FIRREA states that: "Not later than July 1, 1991, all appraisals performed in connection with federally related transactions shall be performed only by individuals certified or licensed in accordance with the requirements of this title."

Approximately 46 of the 50 states currently have certification requirements for real estate appraisers. Costs to appraisers can be as high as \$500 annually for a state certificate or license. Since BLM appraisers are now required in most states by either law or regulation to be state certified or licensed, the BLM feels authority to provide this reimbursement is appropriate.

Similar types of certifications are being required for other fields as well, particularly under environmental protection authorities being delegated to State governments.

6. Deletion: [Notwithstanding any other provision of law, none of the funds in this or any other Act shall be available before October 1, 1992, to accept or process applications for patent for any oil shale mining claim located pursuant to the general mining laws or to issue a patent for any such oil shale mining claim, unless the holder of a valid oil shale mining claim has received first half final certificate for patent by date of enactment of this Act.]

Under terms of the provisions, the moratorium on oil shale patents expires on October 1, 1992, the beginning of fiscal year 1993. The Administration opposes the continuation of this provision into 1993. For nearly 70 years, policy debates and litigation have prevented the Interior Department from taking final action on a significant number of oil shale mining claims. Since 1930, the U.S. Supreme Court has, in four separate rulings, defined the legal rights of oil shale claimants to maintain their claims and apply for patent. The 1992 moratorium on oil shale patents has resulted in one lawsuit to force issuance of patent, and another lawsuit is anticipated before the end of 1992. Moratoria on mineral patent issuance usually cause expensive, protracted litigation which is unproductive and an unacceptable substitute for addressing legislative concerns through the enactment of permanent, substantive legislation.

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [\$538,940,000] \$546,247,000 of which the following amounts shall remain available until expended: [not to exceed \$1,400,000] \$1,460,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), and [\$23,500,000] \$38,500,000 for the Automated Land and Mineral Record System Project [: *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]; and in addition, \$12,430,000 for Mining Law Administration program operations to remain available through September 30, 1993, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: *Provided*, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1993 so as to result in a final fiscal year 1993 appropriation estimated at not more than \$546,247,000: *Provided further*, That in addition to funds otherwise available, not to exceed \$5,000,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended: *Provided further*, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for managing land and resource programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's natural resource management activities and that are necessary to comply with State or Federal laws, regulations, or requirements. [Notwithstanding any other provision of law, none of the funds in this or any other Act shall be available before October 1, 1992, to accept or process applications for patent for any oil shale mining claim located pursuant to the general mining laws or to issue a patent for any such oil shale mining claim, unless the holder of a valid oil shale mining claim has received first half final certificate for patent by date of enactment of this Act.]

- 16 U.S.C. 594
- 30 U.S.C. 181 et seq.
- 30 U.S.C. 351-359
- 43 U.S.C. 2
- 43 U.S.C. 31(a)
- 43 U.S.C. 52
- 43 U.S.C. 315
- 43 U.S.C. 1181 a,b, d-f
- 43 U.S.C. 1701 et seq.
- 43 U.S.C. 1901 et seq.
- 78 Stat. 986

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

30 U.S.C. 181 et seq., the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

30 U.S.C. 351-359, the *Mineral Leasing Act for Acquired Lands*, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Lands of the United States, or in anywise respecting such Public Land, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the *Taylor Grazing Act of 1934, as amended*, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Land, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act of 1937*, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the *Federal Land Policy and Management Act of 1976, as amended*, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 et seq., the *Public Rangelands Improvement Act of 1978*, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

SUMMARY OF REQUIREMENTS

(dollars in thousands)

APPROPRIATION: MANAGEMENT OF LANDS AND RESOURCES

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....			7689	532149
INTERNAL ADJUSTMENTS:				
ADJUSTMENT FOR MICROGRAPHICS.....				
TO: OTHER STATES CADASTRAL SURVEY.....	2	170		
FROM: OIL AND GAS.....		-40		
FROM: LANDS, REALTY, AND ROW MGMT.....		-40		
FROM: RANGELAND MANAGEMENT.....		-40		
FROM: SOIL, WATER, AND AIR MGMT.....	-2	-50		
NET INTERNAL ADJUSTMENTS.....			0	0
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		900		
ADJUSTMENT FOR 50% OF THE FY 1992 AND FY 1993 PAY INCREASE..		5600		
ADJUSTMENT FOR ONE LESS PAID DAY IN FY 1993.....		-1300		
ADJUSTMENT FOR HEALTH INSURANCE BENEFITS.....		1340		
ADJUSTMENT FOR WORKERS COMPENSATION PAYMENTS.....		41		
ADJUSTMENT FOR DEPARTMENTAL WORKING CAPITAL FUND.....		16		
ADJUSTMENT FOR RENTAL PAYMENTS		980		
ADJUSTMENT FOR FTS 2000.....		-2537		
ADJUSTMENT FOR UNEMPLOYMENT COMPENSATION PAYMENTS.....		325		
ADJUSTMENT FOR PAY/PERS CUSTOMARY SERVICES.....		160		
ADJUSTMENT FOR POSTAGE.....		-25		
TOTAL ADJUSTMENTS TO BASE.....			0	5500
1993 BASE BUDGET.....			7689	537649
Program changes (Changes to base budget, detailed below).....			-193	8598
TOTAL REQUIREMENTS (1993 Estimate).....			7496	546247

Summary of Requirements

(dollars in thousands)

Comparison by activities/ subactivities	1991 Actual		1992 Enacted		1993 Base		1993 Estimate		INC (+) DEC (-) from 1992		INC (+) DEC (-) from Base	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FT	Amount	FTE	Amount
MANAGEMENT OF LANDS AND RESOURCES												
Energy & Minerals Mgmt.												
Oil and Gas.....	877	44901	982	50354	982	51142	1029	53822	47	3468	47	2680
Coal.....	146	8417	146	8651	146	8800	144	8525	-2	-126	-2	-275
Mining Law Administration.....	225	12235	275	12229	275	12430	0	0	-275	-12229	-275	-12430
Other Mineral Resources Mgmt.....	152	8899	157	9120	157	9263	177	10503	20	1383	20	1240
Subtotal	1400	74452	1560	80354	1560	81635	1350	72850	-210	-7504	-210	-8785
Lands and Realty Management												
Lands, Realty, and ROW Mgmt.....	525	25273	528	25805	528	26265	518	25620	-10	-185	-10	-645
Alaska Lands Program.....	239	13914	241	14711	241	14943	221	13553	-20	-1158	-20	-1390
Subtotal	764	39187	769	40516	769	41208	739	39173	-30	-1343	-30	-2035
Renewable Resources Management												
Forest Management.....	118	6753	118	7080	118	7185	116	6825	-2	-255	-2	-360
Wild Horse & Burro Management.....	147	14341	155	14604	155	14727	155	13657	0	-947	0	-1070
Range Land Management.....	760	40113	795	40853	795	41532	791	41217	-4	364	-4	-315
Soil, Water, and Air Management.....	237	17809	242	18235	240	18425	252	19410	10	1175	12	985
Wildlife Habitat & Fisheries Mgmt.....	446	31113	486	34137	486	34526	476	33801	-10	-336	-10	-725
Recreation Management.....	626	39467	713	45075	713	45658	731	47103	18	2028	18	1445
Recreation Operations (Fees).....	26	0	26	1382	26	1405	26	1450	0	68	0	45
Subtotal	2360	149576	2535	161366	2533	163458	2547	163463	12	2097	14	5
Resource Management Planning.....	162	9451	162	9705	162	9865	165	10055	3	350	3	190
Information and Resource Data Management	623	43015	640	46048	640	46512	640	61217	0	15169	0	14705
Resource Protection & Maintenance												
Alaska Cadastral Surveys.....	141	15264	141	15477	141	15580	131	13410	-10	-2067	-10	-2170
Other States Cadastral Surveys.....	198	11871	230	12212	232	12612	227	12092	-3	-120	-5	-520
Resource Prot. and Law Enforcement.....	115	12283	145	15185	145	15291	147	15501	2	316	2	210
Facilities Maintenance.....	315	26995	318	28215	318	28454	338	30854	20	2639	20	2400
Hazardous Materials Management.....	107	17965	125	20487	125	20593	162	24713	37	4226	37	4120
Subtotal	876	84378	959	91576	961	92530	1005	96570	46	4994	44	4040
Emergency Operations.....	4	0	0	0	0	0	0	0	0	0	0	0
General Administration.....	1020	97426	1064	102584	1064	102441	1050	102919	-14	335	-14	478
TOTAL REQUIREMENTS	7209	497485	7689	532149	7689	537649	7496	546247	-193	14098	-193	8598

Justification of Base Adjustments
Management of Lands and Resources

FTE (\$000)

Internal Adjustments:

Adjustment for Micrographics:

To: Other States Cadastral Survey	2	+170
From: Oil and Gas		-40
From: Lands, Realty, and ROW Mgmt.		-40
From: Rangeland Management		-40
From: Soil, Water, and Air Mgmt.	-2	-50

Internal adjustment to fully fund the BLM Service Center's micrographics unit from the other States Cadastral Survey subactivity, which is the primary benefitting program, rather than from several subactivities. Micrographics activities include the microfilming of various BLM records such as cadastral survey field notes and plats.

Other Base Adjustments

(\$000)
1992 Est/1993 Change
1992 FTE/1993 Change

CSRS/FERS Retirement Costs \$22,770/+\$900

The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the BLM work force.

Additional Costs in FY 1993 of the January 1992 and January 1993 Pay Raises \$322,403/+\$5,600

The adjustment is for an additional amount of \$1,696,000 needed in 1993 to fund 50 percent of the one additional quarter of the costs associated with the 4.2 percent pay raise effective in January 1992, and for an additional amount of \$3,904,000 needed in 1993 to cover 44 percent of the estimated costs associated with the 3.7 percent pay raise that will be effective in January 1993.

One Less Paid Day in FY 1993 NA/- \$1,300

The decrease in personnel compensation results from there being one less paid day in 1993 than in 1992.

Health Insurance Benefits \$12,772/+\$1,340

The adjustment is for extraordinary increases in the cost of funding the Bureau's share of Federal health benefit plans.

(\\$000)
 1992 Est/1993 Change
 1992 FTE/1993 Change

Workers Compensation Payments \$4,953/+\$41

The adjustment is for increased costs for compensation to injured employees through June 1990 to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

Departmental Working Capital Fund \$1,025/+\$16

The adjustment is for increased costs assigned to the BLM for administrative services provided on a Department-wide basis. In 1993, costs of the overall services provided will increase as a result of pay raises. In addition, the employee training centers will be undergoing an expansion and a new center will be opened in Anchorage, Alaska.

Rental Payments to GSA \$32,891/+\$980

The adjustment is for increased costs payable to the General Services Administration (GSA) resulting from higher rates for office and non-office space.

Federal Telecommunications Systems; Payments to GSA \$5,752/-\$2,537

The adjustment is for the decreased costs payable to the GSA resulting from the lower voice service charges under FTS2000, net of amounts required for new services and extensions available under FTS2000.

Unemployment Compensation Payments \$2,707/+\$325

The adjustment is for increased costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.

PAYPERS \$1,925/+\$160

The adjustment is for increased costs of operating the centralized PAYPERS payroll system used by Department of the Interior bureaus and offices.

Postage Costs \$2,000/-\$25

The adjustment is for the change in costs for postage services and includes efforts to use postage service classes more efficiently and the effect of reduced use of the U.S. mail due to electronic communications and private express services options.

Total, Adjustments to Base +\$5,500

Activity Summary

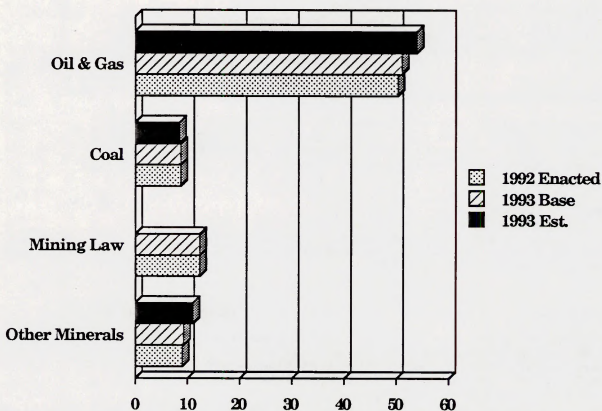
Activity: Energy and Minerals Management

(dollars in thousands)

	1991 Actual	1992 Enacted to Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Subactivity						
Oil and Gas	44,901	50,354	51,142	53,822	+3,468	+2,680
Coal Management	8,417	8,651	8,800	8,525	-126	-275
Mining Law						
Administration	12,235	12,229	12,430	---	-12,229	-12,430
Other Mineral						
Res. Mgmt.	8,899	9,120	9,263	10,503	+1,383	+1,240
Total	74,452	80,354	81,635	72,850	-7,504	-8,785

ENERGY & MINERALS MANAGEMENT

Dollars in Millions



Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Oil and Gas

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	50,354 (1982)	51,142 (1982)	53,822 (1,029)	+3,468 (+47)	+2,680 (+47)

Authorization

- 30 U.S.C. 181, *et seq.* The *Mineral Leasing Act of 1920* as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
- 30 U.S.C. 351-359 The *Acquired Lands Mineral Leasing Act of 1947* provides for leasing of minerals on acquired lands.
- 30 U.S.C. 1701 The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to onshore fluid operations; inspections; cooperation with the States and Indian tribes; duties of lessees, other lease interest owners, and transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.
- 30 U.S.C. 226, *et seq.* The *Federal Onshore Oil and Gas Leasing Reform Act of 1987* establishes a new oil and gas leasing system and changes some operational procedures for onshore Federal lands.
- 25 U.S.C. 2101-2107 The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.
- 30 U.S.C. 181, 351 The *Combined Hydrocarbon Leasing Act of 1981* permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.
- 42 U.S.C. 4321, 4331-4335, 4341-4347 The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

- 43 U.S.C. 1711 The *Federal Land Policy and Management Act of 1976 (FLPMA)* provides for the preparation and maintenance of inventories of Public Land resource values (Section 201(a)).
- 43 U.S.C. 31(a) The *Act of March 3, 1879*, as amended, provides for the inventory and classification of minerals on Federal lands.
- 60 Stat. 1099 Section 402 of *Reorganization Plan No. 3 of 1946* transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
- 25 U.S.C. 396, 396(a) The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1938* provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.
- 42 U.S.C. 6508 The *Department of the Interior Appropriations Act for FY 1981* provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

Objectives

The major objectives of the oil and gas program are to:

- o Support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas;
- o Make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;
- o Make land available for oil and gas development by timely processing and issuing of leases, and by processing notices of intent (NOI's) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;
- o Ensure that applications for permit to drill (APD's) are processed immediately after the conclusion of the 30-day posting period required by law;
- o Conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;
- o Conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);
- o Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion;

- o Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;
- o Review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and
- o Eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

Base Program

The Base funding level for the oil and gas program is \$51,142,000 and 982 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department of the Interior. At the end of 1990, about 79,000 leases were in force on Federal lands covering about 60 million acres, of which about 19,000 leases were in producing status. The program is also responsible for operational management oversight of over 9,000 leases on Indian lands (about 3,900 producing) as well as advising Indian tribes and allottees on leasing matters.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. Revenues generated by Federal oil and gas leases (exclusive of Arctic National Wildlife Refuge) are expected to be about \$630 million in 1993. All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves the verification of actual production.

Leasing Systems and Pre-lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures.

Current leasing procedures were established by the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, *et seq.*). Final rulemaking to implement the Act became effective in June 1988. Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts will continue to be concentrated in those areas where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and is less vulnerable to legal challenge.

If there is no competition for the lease which meets the established \$2 per acre minimum bid, those lands become available for a period of 2 years to be leased on a noncompetitive basis to the first qualified applicant. If they are not leased after 2 years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing. At the 1993 Base funding level, the BLM plans to hold over 30 competitive lease sales consisting of approximately 7,500 parcels. This should result in about 2 million acres being leased competitively. Noncompetitive leasing should also comprise about 2 million acres, resulting from a total of approximately 15,000 lease offers, with about 2,500 leases being issued.

Major changes in pre-leasing actions brought about by the Leasing Reform Act were: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS) for competitive leases, and (2) elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, only lands within a KGS were leased competitively, while all lands outside a KGS could only be leased on a noncompetitive basis. Pre-lease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning. In 1993, BLM will process an expected 1,450 pre-lease notices and permits, and perform 75 resource classifications. Both of these reflect small decreases from the Base.

Planning and NEPA Compliance - Land use planning, compliance with the National Environmental Policy Act (NEPA), and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process (including inventory) and is strengthening sections of existing Resource Management Plans (RMPs) which address oil and gas leasing and development. Based on a review of existing plans, BLM has accelerated the schedule for amending or revising plans to bring them into compliance with the fluid minerals supplemental program guidance. The current schedule calls for the completion of 4 plan amendments and 6 RMP's in 1993. The BLM also participates as a cooperating agency on Forest Service-conducted planning efforts involving oil and gas to ensure compliance with NEPA.

Oil & Gas Leasing In Alaska - As part of the National Energy Strategy, the Administration supports legislation to open the Arctic National Wildlife Refuge (ANWR) to oil and gas leasing. If passed, the BLM would attempt to hold competitive lease sales by 1994.

The need for additional leasing in the National Petroleum Reserve - Alaska (NPR-A) is being reviewed through solicitation of industry interest. Depending upon the response, a competitive lease sale may be held in 1993.

Post-Lease Work - While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include processing, review and approval of lease assignments and transfers, unit and communitization agreements, applications for permit to drill, and other operator proposals. In 1993, BLM expects to process 2,100 applications for permit to drill (APD's), 1,000 unitizations and communitization agreements and actions, and 36,000 lease adjustments.

Successful exploration increases BLM's post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management work, including identification of potential and actual drainage of Federal or Indian oil and gas.

During the past few years, most onshore oil and gas operating orders have been written or rewritten to provide lessees with clearer operating regulations and the standards they are expected to meet. There was considerable industry involvement in drafting the regulations and orders, and a recognition that where Federal procedures differed from normal industry practice, the reasons must be clear. Orders Number 1 through 5 were final as of 1989. Order Number 6 was published final on November 23, 1990, and Order Number 7 will be published final in February 1992. The current projections are that Order Number 8 will be published by the end of the fourth quarter of 1992 and Order Number 9 will be published in the second quarter of 1993.

As a result of the decline in oil prices during 1986, the BLM took several steps with regard to shutting in stripper and marginal wells. Instructions were issued to allow lease suspensions for a period not to exceed one year on leases with shut-in wells without the operator losing the lease. This policy has been extended and will help to prevent the premature abandonment of oil and gas resources due to price fluctuations. During 1990, public hearings were held to determine whether economic conditions were such that BLM policy concerning the suspension of stripper well production should be continued, or be terminated. Also, the hearings addressed what criteria should be used, certification required, bonding amounts established, and/or other tests required to ensure that the shut-in wells would not pose an environmental risk or put the Government at significant risk of potential liability for unplugged wells. The hearings supported the continuation of current policy. BLM's commitment to this effort reflects industry sensitivity to low economic values. BLM is seeking to encourage and sustain mineral production which supports the President's *National Energy Strategy*. This effort is also supported by the Department as a way to encourage domestic energy production and also help to avert premature abandonment due to price fluctuations.

In 1988, the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. Since October 1989, the BLM has been receiving production data from MMS in an automated form for leases nationwide. Receiving production reports in an automated form allows more efficient analysis of production records for all leases.

Drainage Review and Protection - This effort has involved the screening of approximately 30,000 wells to determine whether a potential drainage situation exists. About 3,000 of these cases are identified as potential drainage situations and reviewed annually to determine whether actual drainage is occurring. Of the cases reviewed, current statistics indicate that approximately 15 percent will result in actual drainage cases. The most current statistics suggest an accumulation of about 12,000 unidentified potential drainage situations. This information was identified by both the BLM and the Interior Department's Office of Inspector General (OIG) through an audit of the drainage review and protection program. Associated with this backlog of unresolved cases is additional royalty income to Federal and Indian lessors that could be recovered through additional emphasis on the drainage protection program.

As a result of the audit by the OIG, the BLM drainage review and protection program was identified as having a material weakness. The material weakness is due primarily to an inability to conduct timely reviews of potential drainage cases and then proceed to resolve those cases with the highest actual drainage potential. BLM has taken action to devote additional funding and personnel resources to the drainage review program in 1992 to correct this deficiency.

At the 1993 Base level, BLM will devote \$2,500,000 to the drainage review program and expects to continue the emphasis on drainage review by processing 6,500 cases. Beginning this year, the BLM will start to process the more difficult, time-consuming cases which will result in a decrease in the number of reviews completed at the Base level. Including the average number of new cases that are identified each year, BLM estimates that the backlog of potential drainage cases can be eliminated by the end of 1995 at current funding levels.

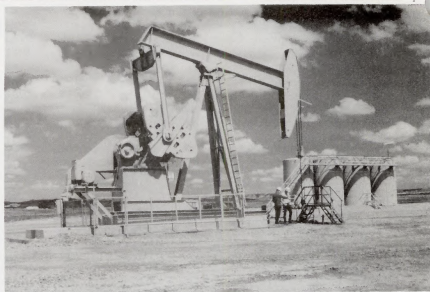
Inspection and Enforcement Activities - At the Base funding level, about \$11,100,000 is planned for inspection and enforcement (I&E) activities. To fulfill the Secretary's responsibilities under the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM developed its oil and gas inspection and enforcement strategy. This strategy involves establishing priorities

based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1990, BLM drastically redesigned this nationwide inspection and enforcement strategy and is implementing changes in inspection procedures and annual inspection objectives. This was done in response to criticism of the BLM's oil and gas inspection and enforcement program in reports prepared by the Senate Select Committee on Indian Affairs, the General Accounting Office (GAO), and the Office of the Inspector General (OIG). As a result of the reports, oil and gas I&E was determined to be a material weakness and has been given priority funding and management attention to correct deficiencies. This revised policy will substantially increase assurance of production accountability and of meeting BLM's inspection and enforcement responsibilities. BLM has begun conducting more intensive and detailed production inspections and is inspecting all producing Indian leases annually. At the Base funding level, we will continue this intensive effort.

At the Base funding level, at least one on-site inspection will be scheduled annually for each high priority producing lease as well as on each producing Indian lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurements of productions are made for subsequent royalty assessment and collection purposes. During 1991, the BLM conducted a pilot program to determine if it should devote more resources to intensify production accountability efforts through review of lessee submitted documents related to production and sales. The results are inconclusive and the pilot is being continued in 1992.

Oil and gas inspections
are a priority for 1993



In addition to production inspections mandated by FOGSMA, the BLM conducts drilling, abandonment, and other inspections required by regulations under the Mineral Leasing Acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGSMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with BLM Oil and Gas Orders, provide guidance regarding standards for conduct of operations, as well as providing

for clear and uniform enforcement standards which emphasize correction of violations. BLM took initial steps to delegate inspection and enforcement activities to State governments as authorized under Section 205 of FOGRMA, by promulgating regulations establishing a program in 1987. To date, no State has requested this delegation.

Section 202 of FOGRMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force to increase frequency of inspections. In 1991, BLM had 3 such agreements funded and in effect with the Navajo, Ute Mountain Ute, and Jicarilla Apache tribes. One additional agreement is expected to be executed in 1992.

Indian Lands - The BLM oil and gas program includes certain responsibilities related to oil and gas operational actions on Indian lands. At the Base program level, about \$4,100,000 is programmed to be devoted to Indian lands responsibilities. The BLM role prior to lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the Indian Tribes. When requested, BLM provides recommendations on high bid acceptability.

BLM's role regarding leases on Indian lands is substantially different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but Tribes retain the right to make their own decisions.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Audits have indicated deficiencies in this area of the program. Indian diligence has subsequently been characterized as a material weakness area. Priority efforts are being directed toward correcting the deficiencies identified in this program.

Inspection and enforcement work on Indian land leases is conducted by BLM, except where cooperative agreements with Tribes are in place. As previously indicated, BLM's redesigned nationwide inspection and enforcement strategy includes an expansion of inspections of Indian leases with emphasis on production accountability. At the Base funding level, in accordance with the strategy, BLM will inspect all producing Indian leases (about 3,900) annually.

Combined Hydrocarbon Lease Act Activity - Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. At the Base level, the primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

Increase from 1993 Base

(dollars in thousands)

	<u>1993</u> <u>Base</u>	<u>1993</u> <u>Estimate</u>	<u>Difference</u>
\$	51,142	53,822	+2,680
(FTE)	(982)	(1,029)	(+47)

The 1993 Estimate is an increase of \$2,680,000 and 47 FTE from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the program workload accomplishment table.

Inspection and Enforcement: (+\$2,680,000 and +47 FTE)

The increase of \$2,680,000 and 47 FTE is needed to expand and strengthen the BLM oil and gas inspection and enforcement (I&E) capability in accordance with BLM's nationwide oil and gas inspection and enforcement strategy, revised in response to the material weakness identified in this activity. During 1989 and 1990, separate reviews by the OIG, GAO, and the Senate Select Committee on Indian Affairs indicated that BLM did not have sufficient manpower and resources devoted to ensure adequate production accountability and to fulfill its I&E responsibilities on Federal and Indian land leases. BLM's own internal reviews also supported this conclusion. In 1990, the Department identified the oil and gas I&E program as a material weakness under Internal Control Review procedures. In response to these concerns, BLM developed a plan to improve its nationwide oil and gas inspection and enforcement strategy.

Starting in 1991, BLM began implementing changes in inspection procedures and objectives by conducting more intensive and detailed production inspections, and inspecting all producing Indian leases annually. BLM has set a long-term goal of performing a more detailed inspection of all other producing leases at least biennially rather than every 3 years, and of inspecting considerably more drilling, abandonment, and other oil field operations than before. When fully implemented over the next several years, a four-fold increase in inspections will result in annual examination of about 80 percent of both onshore leases and oil and gas production, compared to current percentages of about 45 percent and 55 percent, respectively.

Increases in manpower and funding are planned to occur in a staged manner over the next 4 to 5 years. This staged implementation will allow BLM an opportunity to assess accomplishment between stages to determine whether desired inspection goals and compliance results have been attained with a lower level of additional resources than originally estimated. This will also allow for a phased increase in staffing and to ensure that adequate training is provided to new oil and gas inspectors. The 1993 increase will address a portion of the longer-term need and provide additional funding necessary to begin to meet more of our inspection and enforcement responsibilities under the revised I&E strategy.

At the 1993 Estimate level, BLM will conduct an additional 2,500 lease inspections over the Base level, while at the same time devoting additional time to all lease inspections to be more thorough and comprehensive in conducting each inspection. The increased funds will allow the BLM to devote and additional 47 staff-years of effort to the oil and gas I&E program.

Oil and Gas Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	2,300	13,000	13,000	10,000	-3,000
Plan amendments (# completed)	5	12	4	4	---
EIS's (# completed)	6	15	15	15	---
Prelease notices/permits (# processed)	1,450	1,450	1,450	1,400	-50
Noncompetitive Leasing (# leases issued)	2,500	2,500	2,500	2,500	---
(# applic. processed)	22,000	15,000	15,000	15,000	---
Classifications (# actions)	75	75	75	70	-5
Competitive leasing (# leases issued)	5,200	4,000	3,800	3,800	---
(# parcels offered)	8,300	8,000	7,500	7,500	---
Lease adjustments (# processed)	30,000	36,000	36,000	36,000	---
Lease operations (# APD's processed)	2,400	2,100	2,100	2,100	---
Unitization and Communitization (# actions processed)	850	1,000	1,000	1,000	---
Drainage reviews (# reviews completed)	4,000	12,000	6,500	6,500	---
Inspection and enforcement (# of inspections)	13,500	15,000	15,000	17,500	+2,500

Distribution of change by object class

The object class detail for the proposed increase of \$2,680,000 and 47 FTE is as follows:

	FTE	Amount
Personnel compensation	+47	\$1,717,000
Personnel benefits		428,000
Travel and transportation of persons		125,000
Transportation of things		70,000
Rent, communications and utilities		85,000
Printing and reproduction		10,000
Other services		140,000
Supplies and materials		55,000
Equipment		<u>50,000</u>
Total		<u>+ \$2,680,000</u>

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Coal Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	8,651	8,800	8,525	-126	-275
(FTE)	(146)	(146)	(144)	(-2)	(-2)

Authorization

- 30 U.S.C. 181, *et seq.* The *Mineral Leasing Act of 1920* as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain. The Act mandates a broad spectrum of coal operations requirements for lease management.
- 30 U.S.C. 201, *et seq.* The *Federal Coal Leasing Amendments Act of 1976* requires competitive leasing of coal on Public Lands. The Act mandates a broad spectrum of coal operations requirements for lease management.
- 43 U.S.C. 1711 The *Federal Land Policy and Management Act of 1976* provides for preparing and maintaining an inventory of Public Land resource values (Section 201(a)).
- 30 U.S.C. 351-359 The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.
- 25 U.S.C. 396, 396(a) The *Act of March 3, 1909, as amended, and the Act of May 11, 1938*, provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to carry out the provisions of the Acts. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.
- 60 Stat. 1099 Section 402 of *Reorganization Plan No. 3 of 1946* transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
- 42 U.S.C. 4321, 4331-4335, 4341-4347 The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

25 U.S.C. 2101-2107

The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.

30 U.S.C. 21a

30 U.S.C. 1601 *et seq.*

The *Mining and Minerals Policy Act of 1970* sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste.

Objectives

The objectives of the coal management program are to:

- o Support national energy availability by providing coal resources through expeditiously processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new coal mining operations, and by continuing processing of outstanding coal preference right lease applications (PRLAs);
- o Ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- o Conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- o Process coal operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;
- o Ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations and advance royalties;
- o Ensure compliance with lessee qualification criteria of Section 2(a) (2) (A) of the Mineral Leasing Act;
- o Ensure that proper lease, license, and logical mining unit bonds are established in accordance with existing regulations, policies, and guidelines;
- o Provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on coal operations responsibilities; and
- o Continue the structure of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications, the mode of leasing, and, if appropriate, establishing long range planning schedules.

Base Program

The 1993 Base funding level for the coal program is \$8,800,000 and 146 FTE.

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1991, there were 495 Federal coal leases in force covering almost 733,000 acres of Federal lands or subsurface mineral ownership, with an estimated 14.2 billion tons of recoverable reserves. There were 133 producing Federal leases in 1991. Production from these leases amounted to 250 million tons and generated \$284 million in Federal royalties.

Coal Leasing - The leasing program is a discretionary program and specific regulatory requirements must be followed before a lease sale is held and a lease is issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the existing coal leasing program with certain revisions. The coal leasing program will continue to use the revised procedures adopted at that time.

After minimal coal leasing during the last several years in response to reduced demand, a renewal of industry interest in leasing seems to be occurring. This is evidenced by the 17 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated. In 1993 at Base funding levels, 6 coal leases are expected to be issued. This compares to 7 leases issued in 1991 and 3 leases issued in 1990.

Due to the reduced demand for coal leasing that occurred in the late 1980's, all 5 Western Coal Production Regions have been decertified in response to recommendations by respective Regional Coal Teams (RCTs). Federal coal leasing now relies solely on the Lease by Application (LBA) process in which the initiative is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative and using the regional coal activity planning process. Even though the regions have decertified, the RCTs and the Federal/State Coal Advisory Board continue to advise BLM on coal leasing activities and policies.

As of October 1, 1991, a total of 40 coal preference right lease applications (PRLAs) remain to be processed. Processing of these remaining PRLAs will be continued in an attempt to complete the necessary work leading to final decisions. At the 1993 Base level, BLM would complete processing on 10 PRLAs.

By issuing exploration licenses, the Department continues to encourage private industry to perform any exploratory coal drilling necessary to gather additional resource information. At the Base level, BLM would expect to process 40 exploration license or permit applications. Any Federally conducted coal drilling would be intended only to complement data gathering by private industry. However, because no new regional leasing tracts have been delineated since 1984, and all drilling for these tracts has been completed, no Federal coal drilling activity is planned or needed for 1993.

Coal Operations - The coal operations workload is a mandatory workload to administer existing leases. This includes all activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations.

BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal. In addition, BLM is responsible for

operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies which have been delegated OSMRE's functions, are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA requirements in cases of emergency or where a situation presents an imminent danger to the resource or human life.

The continuing increase in the BLM's coal operations workload is a result of the increasing number of Federal coal leases subject to provisions of the Federal Coal Leasing Amendments Act of 1976 (FCLAA) and associated regulations (43 CFR Group 3400). Where Federal, Indian and private coal ownerships are intermingled in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued. This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. In 1993, a total of 465 leases will be subject to FCLAA.

The following table shows the number of leases subject to FCLAA requirements by year.

FEDERAL LEASE OPERATIONS WORKLOAD

<u>Year</u>	<u>Leases Issued</u>	<u>Leases Readjusted or Modified</u>	<u>Leases Subject to FCLAA</u>
1976-86	107	264	369
1987	6	30	405
1988	1	41	447
1989	1	27	457
1990	3	21	459
1991	7	17	476
1992 est.	N/A	3	479
1993 est.	N/A	24	465

Note: Numbers have been revised to reflect lease relinquishments since 1976.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee, and commercial quantities are established to determine diligence. Formation of new LMU's continues and will require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the mining methods and sequence to be used is authorized through the approval of an exploration plan. This work is monitored during on-the-ground inspections. BLM field offices continue to track actions mandated by statute or required by regulation and policy by using the Solid Leasable Minerals System (SLMS). BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, operations regulations, and lease terms and conditions, while ensuring that maximum economic recovery is obtained.

A proposed rulemaking amending 43 CFR Part 3400 was published in the *Federal Register* on July 2, 1991. The proposed modification of the existing regulations could significantly enhance future production of coal on Federal and Indian lands by changing the definition of commercial quantities for purposes of meeting diligence requirements and by ensuring greater consistency in the BLM's oversight of coal production. Other proposed procedural changes would encourage coal development while strengthening the ability of the BLM to protect the environment.

Inspection and Enforcement Activities - BLM conducts annual inspections on all nonproducing coal leases. This on-the-ground inspection is required to determine if unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration baseline environmental work) under approved plans are inspected more frequently.

Quarterly inspections and quarterly independent production verifications are conducted by BLM on all producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported; that production is proceeding in accordance with the approved R2P2, the lease terms, law, and regulations; and that the correct royalty rate is being applied. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities on Indian as well as Federal producing leases, and 2) independent calculation of production and production verification.

As part of other inspection and enforcement responsibilities, BLM continues to monitor for coal trespass to ensure protection of the Federal resource. Increased emphasis is being placed on reclamation activities through the application of national reclamation standards.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	8,800	8,525	-275
(FTE)	(146)	(144)	(-2)

The 1993 Estimate is a decrease of \$275,000 and 2 FTE from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The \$275,000 decrease will be absorbed by deferring work on 2 lower priority classification actions and 10 fewer lease adjustments, and delaying review of 10 submitted plans of operations. Likewise, discretionary actions relating to processing 2 preference rights lease applications (PRLAs) will take longer without any adverse impact on the program since many PRLAs are withdrawn or allowed to linger by the applicant, or are ultimately rejected by BLM.

Actions that involve potential bypass of Federal coal will be processed promptly. Inspection and enforcement activities will be at a slightly lower level than in recent years, but the quality of inspections completed will be higher because of improvements as a result of recent program reviews.

Coal Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Plan amendments (# completed)	---	---	---	---	---
EIS's (# completed)	1	---	---	---	---
Activity plans (# completed)	---	---	---	---	---
Exploration licenses/ permits (# processed)	55	40	40	38	-2
Noncompetitive leases (# PRLA's processed)	15	10	10	8	-2
Classifications and economic evaluations (# of actions)	40	40	40	38	-2
Competitive leasing (# of leases issued)	7	6	6	6	---
Lease adjustments (#)	168	200	200	190	-10
Lease operations (# of plans processed)	158	120	120	110	-10
Inspection and enforcement (# of inspections)	1,590	1,590	1,590	1,500	-90

Distribution of change by object class

The object class detail for the proposed decrease of \$275,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	-2	\$ 73,000
Personnel benefits		18,000
Travel and transportation of people		50,000
Transportation of things		10,000
Rent, communications and utilities		10,000
Other services		50,000
Supplies and materials		30,000
Equipment		<u>34,000</u>
Total		- \$275,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Mining Law Administration

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	12,229	12,430	---	-12,229	-12,430
(FTE)	(275)	(275)	(---)	(-275)	(-275)

Authorization

43 U.S.C. 1711,
1732, 1744, 1782

The *Federal Land Policy and Management Act of 1976*, under Section 201(a) provides for preparing and maintaining an inventory of Public Land resource values; Sections 302(b) and 603 authorize the Secretary to prevent unnecessary or undue degradation of the Public Lands; and Section 314 provides for recording mining claims and receiving evidence of annual assessment work.

30 U.S.C. 22, *et seq.*

The *General Mining Law of 1872*, as amended, provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.

43 U.S.C. 31(a)

The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.

42 U.S.C. 4321,
4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

30 U.S.C. 21a
30 U.S.C. 1601, *et seq.*

The *Mining and Minerals Policy Act of 1970* sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for waste disposal and reclamation.

1/ The President's FY 1993 Budget includes proposed language to establish a \$100 annual holding fee for each unpatented mining claim, mill or tunnel site on Federal lands. A feature of this proposal is to fund BLM's mining law administration program activities, which have in the past been included in the "Management of Lands and Resources" (MLR) appropriation account, from a portion of the mining claim holding fee revenue. In 1993, the mining law administration program would be funded at \$12,430,000. In addition, the BLM would also receive \$5,000,000 in holding fee receipts for the cost of administering the holding fee workload and to offset lost reimbursement from the elimination of the annual fee for filing affidavits of assessment work with BLM. The total program level from both sources is \$17,430,000 which appears as a reimbursement to the MLR account.

The *Department of the Interior and Related Agencies Appropriations Act for 1989* provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

Objectives

The objectives of the Mining Law Administration program are to:

- o Record unpatented mining claims, mill and tunnel sites, and process annual filings, as required by Section 314 of Federal Land Policy and Management Act of 1976;
- o Prevent unnecessary and undue degradation of the Public Land by implementing the surface management regulations for the Public Land (43 CFR 3802/3809) through processing plans of operation and notices for mineral development;
- o Ensure compliance with the terms of plans of operation and related state and local provisions by conducting a comprehensive program of inspections and related enforcement actions;
- o Implement BLM's bonding policy to assure that all surface disturbance for operations requiring a plan of operation shall be reasonably reclaimed so as to prevent unnecessary or undue degradation of Public Land;
- o Abate unauthorized occupancy of mining claims by implementing use and occupancy rules;
- o Abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims;
- o Determine valid existing rights in wilderness areas under BLM administration, and review and process valid existing rights determinations prepared by other agencies;
- o Review and process mineral patent applications for lands administered by BLM and other Federal agencies; and
- o Ensure consideration of critical and strategic minerals in land use planning by performing mineral resource assessments.

1993 Program

The 1993 Base level for the Mining Law Administration program is \$12,430,000 and 275 FTE.

Under this program, BLM administers the provisions of the General Mining Law of 1872, as amended (30 U.S.C. 22 *et seq.*), and the pertinent provisions of FLPMA relating to surface management (43 U.S.C. 1732 and 1782) and mining claim recordation (43 U.S.C. 1744). BLM determines the validity of unpatented mining claims, issues mineral patents, initiates contest actions, prepares mineral potential reports for land and realty actions, enforces surface management and environmental regulations in accordance with BLM approved mining

plans of operation, enforces bonding requirements to assure that proper reclamation occurs after a site has been mined, and records mining claims and annual filings. This program also includes geologic and mineral resource assessments for multiple-use management. These program components are described in more detail below.

Surface Management on Unpatented Mining Claims - Under Sections 302(b) and 603 of FLPMA (43 U.S.C. 1732, 1782), BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness values.

At the 1993 Base, BLM expects to receive and review 2,550 plans of operations or notices for mining operations. BLM has 30 days to review and approve a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas are required before approving plans of operations.

Inspection and Enforcement - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations proceeding under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. All producing operations using cyanide as an extracting agent for gold and silver ore will be inspected by BLM personnel on not less than a quarterly basis. All other producing operations and all nonproducing surface-disturbing activities that must be reclaimed will be inspected by BLM personnel every 6 months.

Increased emphasis is being placed on this effort to ensure the conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to ensure prevention of unnecessary or undue degradation to the Public Land.

Bonding and Reclamation - The BLM has instituted a bonding policy for all mining operations which requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates will be required to post a bond equal to 100 percent of BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative will help build consistency in the surface management program and will ensure the ability to conduct adequate environmental protection and reclamation in mining law administration.

Proposed rules on bonding were published in July 1991; final rules will be promulgated in 1992. The new rules will require financial guarantees for all operations other than casual use.

Mining Claim Occupancy - The BLM is in the process of proposing rules to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

Mining Claim Recordation - Under Section 314 of FLPMA (43 U.S.C. 1744), the BLM has recorded a total of 2.6 million mining claims and mill sites since 1976. About 1.1 million unpatented claims are considered active, meaning that the claimant continues to meet the statutory requirements by making an annual filing of an affidavit of assessment work or notice of intention to hold. When mining claimants do not make an annual filing, BLM incurs a workload issuing decisions declaring the claims abandoned and void. In 1991, BLM processed about 860,000 annual filings of assessment work for mining claims and recorded 81,000 new mining claims on Public Land.

Environmental Statements - Five environmental impact statements for gold and silver operations will be in various stages of development during 1993 for mines in Alaska, California, Nevada, and Oregon. Four environmental impact statements originally anticipated to be completed in 1992 will be completed in 1993.

Validity Determinations - A validity determination is a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery under the mining laws. Validity determinations are done when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when plans of operation are filed by mining claimants. In addition, validity determination reports prepared by other agencies are processed by BLM and contest complaints are issued for wilderness area valid existing rights determinations and other mining law actions. At the 1993 Base level, BLM would complete validity determinations on 150 unpatented mining claims.

Processing Patent Applications - When a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain the title to the claim. Processing the application involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances, processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

In 1991, BLM received 106 new mineral patent applications. Patents were issued for 275 claims encompassing 3,965 acres. As of October 1, 1991, BLM had 371 mineral patent applications pending. Of these, the first half of mineral entry final certificate has issued on 198 applications. The first half of the final certificate confirms that equitable title is vested in the applicant, subject to the confirmation of a discovery of a valuable mineral deposit by a mineral examiner.

Reimbursable Mining Law Administration Fees

The 1989 Department of the Interior Appropriations Act contained a permanent provision of law (43 U.S.C. 1474) that provided that the revenues from BLM's revised fee structure for mining claim recordation (MCR) and mineral patent processing be made immediately available to BLM as reimbursable funds for operational expenses. These revenues were \$5.4 million in 1991 and are estimated to be about \$5 million in 1992. These fees expand BLM's capability

to manage all aspects of the mining law program throughout the United States, especially mining claim recordation work, and provide for an increased level of accomplishment in surface management responsibilities. The fees are also used to defray significant costs associated with the automation of the mining claim recordation program. This results in the long-term benefit of readily retrievable information about claim location, claimant information, and other data.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	12,430	---	-12,430
(FTE)	(275)	(---)	(-275)

The 1993 President's Budget proposes language to establish a \$100 holding fee to maintain an unpatented mining claim. This proposal is the same as the proposal made in 1992. Under the proposed law, all mining claimants, including holders of mill and tunnel sites, would have to pay a \$100 annual holding fee at the beginning of each assessment year (September 1). The fee would replace the requirement for \$100 of assessment work annually under the General Mining Law of 1872. The fee would also be paid at the time any new claim is filed. This is intended to limit the number of claims that are filed, abandoned, and then filed again to avoid paying the holding fee. The current provision in the General Mining Law, which requires \$100 worth of annual assessment work, represented a significant amount of activity and expenditure when originally enacted in 1872. However, in today's dollars, \$100 worth of work has little significance as an indicator of commitment to develop and maintain a mining claim. In addition, questions have been raised about the enforceability of the assessment work requirement.

The 1993 President's Budget proposes to address these problems by replacing the assessment work requirement for unpatented mining claims with an annual holding fee. The proposal would provide both environmental and mineral production benefits, and eliminate activities that result in surface disturbance of lands solely to maintain a claim. Since frivolous or speculative claims serve to limit the use of Public Land by others, the holding fee proposal may, in fact, result in increased access to lands for multiple-use, including mineral development.

When a claimant has no serious intention to develop a mining claim or holds it only for speculative purposes, processing the filings increases the work BLM must do without resulting in beneficial output. The holding fee will not diminish the rights of a bona fide operator to conduct necessary exploration and development of mineral resources on Public Lands. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may relinquish claims rather than pay the annual holding fee. This would increase opportunities for mineral exploration by other parties.

The fee would generate an estimated revenue of \$97,600,000. Of this total, the 1993 Budget provides that \$80,200,000 will go to the General Fund of the Treasury; \$12,430,000 would be advanced and provided to BLM as reimbursement for the cost of administering the mining law program as replacement for the direct appropriation made to BLM under the "Management of Lands and Resources" appropriation account; and \$5,000,000 will be allowed as a reimbursement to BLM to cover the cost of administering the holding fee requirement and as a replacement to revenues lost from the reimbursement authorized by the 1989 Appropriations Act (43 U.S.C. 1474) as a result of the elimination of the annual filing requirement (Section 314 of FLPMA). BLM would have a total of \$17,430,000 from the proposed holding fees to conduct the mining law program and collect the holding fees.

Mining Law Administration Workload Accomplishments Table

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base (Current Law)</u>	<u>1993 Estimate (Proposed)</u>	<u>Inc. (+) Dec. (-) from Cur. Law</u>
Inventory (000's acres)	1,130	500	500	500	---
Environmental Statements (# completed)	4	4	5	5	---
Mineral patent applications (# claims)	347	350	350	300	-50
Validity examinations (claims completed)	172	150	150	100	-50
Surface management (# plans/notices reviewed)	1,824	2,550	2,550	2,550	---
New mining claims recorded (# per year)	81,000	85,000	86,000	86,000	---
Annual filings (# processed)	860,000	890,000	890,000	890,000	---
Inspection (# inspection reports)	7,212	8,300	8,300	8,300	---
Enforcement (# decisions)	124	300	300	300	---

Justification of Program and Performance

Activity: Energy and Minerals Management
 Subactivity: Other Mineral Resources

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	9,120	9,263	10,503	+1,383	+1,240
(FTE)	(157)	(157)	(177)	(+20)	(+20)

Authorization

43 U.S.C. 1711,
1716, 1732, 1782

The *Federal Land Policy and Management Act of 1976*, under Section 201(a) provides for preparing and maintaining an inventory of Public Land resource values; Sections 206 and 209 provide for exchanges; and Sections 302(b) and 603 authorize the Secretary to prevent unnecessary or undue degradation of the Public Land.

60 Stat. 1099

Section 402 of *Reorganization Plan No. 3 of 1946* transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 1001

The *Geothermal Steam Act of 1970* authorizes the Secretary to issue leases for the development of geothermal resources. The *Geothermal Steam Act Amendments of 1988* list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

30 U.S.C. 601-604,
et seq.

The *Materials Act of 1947*, as amended, provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

30 U.S.C. 181, et seq.

The *Mineral Leasing Act of 1920*, as amended, authorizes leasing coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain. The Act contains requirements for the operations responsibility of lease management.

30 U.S.C. 351-359

The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.

25 U.S.C 396, 396(a)

The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1938* provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic statutory mandate under which BLM supervises activities on Indian lands.

25 U.S.C. 2101-2107

The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.

30 U.S.C. 1701

The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.

42 U.S.C. 4321,
4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

43 U.S.C. 31(a)

The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 21a
30 U.S.C. 1601 *et seq.*

The *Mining and Minerals Policy Act of 1970* sets out the policy of fostering development of economically stable mining and minerals industries, and studying methods for disposal of waste and reclamation.

Objectives

The other mineral resources program includes BLM's management of geothermal, mineral materials, nonenergy leasable minerals, leasable uranium, and oil shale resources.

The objectives of this program are to:

- o Ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- o Ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, by implementing the regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216;

- o Ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;
- o Issue appropriate authorizations (permits, contracts, leases, and licenses), including preparing appropriate environmental documentation, for extracting mineral resources from the Public Land, and under specific authorities, from Acquired Lands;
- o Complete other operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;
- o Ensure that lease, permit and contract bonds are established;
- o Conduct a nationally uniform inspection and enforcement program (including production verification) of industry operations to ensure lessee and permittee compliance with terms of the authorization and to assure that proper payments are made;
- o Investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;
- o Conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.
- o Ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency; and
- o Provide technical assistance to Indian tribes, native (Indian) allottees, and the Bureau of Indian Affairs, in the review of Indian land mining operations responsibilities.

Base Program

The 1993 Base funding level for the other mineral resources program is \$9,263,000 and 157 FTE. This program provides for BLM's management of geothermal resources, mineral materials, oil shale, leasable uranium, and nonenergy leasable minerals such as potash, phosphate, and sodium.

Sixty percent of the known or prospective geothermal resource areas of the United States are located on Federal lands. The 600 Federal geothermal leases in effect cover slightly less than 1 million acres. During 1990, geothermal leases generated about \$22 million in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is over 1,000 megawatts (MW), which is sufficient to meet the needs of over one million people. New power plants continue to be developed on Federal land, primarily in Nevada. Several more in California are expected to be expanded in 1992. These expansions, totaling 124 MW, include Coso, Glass Mountain, Lake City-Surprise Valley and Randsburg. Additionally, there are three or four direct-use geothermal operations continuing on Federal lands.

The Public Land provides an important source of building stone, sand, gravel, and common borrow, which are used for construction work and energy and other industrial development. The Materials Act of 1947, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. In excess of 5.3 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1991. In 1991, the BLM issued 1,850 contracts and permits for mineral materials valued at about \$7,300,000.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that phosphate, potassium, sodium, sulfur, and other specified minerals (the nonenergy leasable minerals) from Public Land and Acquired Land are to be leased rather than located under the General Mining Laws. These mineral resources are managed by the BLM in 24 states. These Acts also provide a statutory mandate for operational activities related to these leased or sold commodities.

The following table shows the number of leases and prospecting permits for key mineral commodities in the nonenergy minerals program in effect as of September 30, 1991.

Number of Nonenergy Mineral Leases and Prospecting Permits
(as of September 30, 1991)

Commodity	Number of <u>Leases</u>	Number Of <u>Prospecting Permits</u>
Phosphate	128	10
Sodium	117	3
Potassium	206	1
Sulphur	0	25
Gilsonite	11	0
Lead/Zinc	35	4
Other ^{1/}	<u>49</u>	<u>73</u>
TOTAL	546	106

Uranium leasing operations currently managed by BLM are located primarily on Indian lands in New Mexico and Washington. BLM's emphasis in 1993 will focus on reclamation of abandoned and existing sites. The Bureau of Indian Affairs is the leasing entity and office of record for such leases on Indian Lands.

Use Authorization and Leasing - The issuance of leases, permits and other authorizations is a discretionary action with specific regulatory requirements which must be met prior to the issuance of a lease, permit or contract.

BLM is responsible for performing minerals resource assessments and classifications in support of leasing geothermal and other minerals on Public Land, National Forest land, and other land in which the Federal government owns part or all of the mineral estate and the lands are open to leasing.

The BLM conducts assessments and appraisals of the value of mineral materials prior to disposal of mineral materials from the Public Land. Mineral materials found on the Public Land are sold both competitively and noncompetitively. Free-use disposals are also made to Federal, state and local

^{1/} Includes amethyst, asphalt, barite, bentonite, clay, copper, feldspar, fluorspar, garnet, gold, iron ore, limestone, titanium, olivine, platinum, quartz crystals, sand and gravel, silica, silver, uranium, and waverite.

governmental units for public projects. At the 1993 Base level, BLM will process an estimated 1,900 material sales or free use permits for mineral materials. At the Base level, 45 nonexclusive use sites for mineral materials would be designated.

Lone Mountain Sand and
Gravel Community Pit
in Las Vegas, Nevada



BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for development of these mineral resources, and performs all other needed actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) to maintain current status of the authorizations. This includes ensuring compliance with the Materials Act and the National Environmental Policy Act.

Geothermal resource and nonenergy mineral leasing is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRA's) and Known Leasing Areas (KLA's) are leased competitively. BLM expects to issue 20 competitive leases for geothermal and 7 competitive leases for other minerals in 1993. Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. The BLM continues to exercise special care and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Thermal Features" listed in Section 115 of the Department of the Interior and Related Agencies Appropriations Act of 1987, and the Geothermal Steam Act Amendments of 1988.

During 1993, BLM will perform about 400 reviews of nonproducing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. The lessee must either meet expenditure requirements or, in lieu of performing the minimum required diligent exploration in any lease year, may exercise the option of paying an additional rental of \$3 per acre. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

For nonenergy minerals, preference right leases are issued noncompetitively. Currently, demand for uranium leasing on acquired and Indian lands is low. No oil shale leases are planned to be issued in 1993. BLM expects to process about 100 noncompetitive lease applications for geothermal resources and 21 noncompetitive lease applications for other minerals in 1993.

Operations - Operations work includes all activities which occur after the issuance of a use authorization (i.e., license, permit, contract, or lease). These operations activities are designed to meet the statutory and regulatory requirements related to both active and inactive authorizations.

BLM reviews, approves, and monitors industry operations related to exploration, development and production of these mineral resources. Before starting full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining or development methods and sequence to be used. For nonenergy leasable minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. For mineral materials, a letter of authorization is required from BLM prior to commencing exploration.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed exploration, development, production, and utilization plans, and inspection of all operations to ensure compliance with all lease terms, resource conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The BLM ensures that lease and contract bonds are established and revised as necessary, to properly reflect regulations, policies, and guidelines, as well as environmental protection.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. New wells are being drilled and additional power plants are projected to come on line in 1992. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the new provisions of the Geothermal Steam Amendments Act of 1988 also contribute to increased operations workloads. Estimated 1993 royalties from geothermal operations are expected to increase from \$16 million to \$20 million since the total number of megawatt hours generated is increasing.

The Geothermal Steam Act Amendments of 1988 mandate protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. This, together with increased NEPA analysis and procedures, will sustain the normal operations workload in the geothermal program. The workload in nonenergy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

For nonenergy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) to ensure royalty collection. Recent levels of production and royalties related to nonenergy mineral leases are as follows:

Nonenergy Mineral Production and Royalties From Leasing - 1991 1/

Commodity	Production (Tons)	Federal Royalties
Phosphate	4,401,477	\$ 3,457,042
Potassium	3,015,327	4,894,891
Sodium	5,188,543	19,837,668
Sulfur	346,289	750,193
Gilsonite	1,788	27,182
Lead/Zinc	295,725	3,750,532
Other 2/	--- 3/	1,278,011
Total	13,249,149	\$33,995,510

Inspection and Enforcement and Production Verification - In the Department's Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 Report, the BLM was committed to an expanded role in inspection and enforcement and production verification. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities for producing Federal and Indian nonenergy and uranium leases, licenses, and permits; and 2) independent calculation of production and production verification.

Inspection and enforcement actions, including independent production verifications, are conducted at least quarterly to ensure that all revenues from producing Federal and Indian mining operations are accurately reported, that production proceeds in accordance with the approved mine plan, and the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing nonenergy mineral leases, licenses, contracts, and permits are required. At the 1993 Base level, BLM can conduct a total of 2,780 inspections of geothermal, nonenergy mineral leases and mineral material sales.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, indicate the unauthorized removal of mineral materials, BLM investigates the alleged minerals trespass and takes necessary action to resolve these cases. At the Base level, BLM expects to be able to close 45 mineral materials trespass cases.

1/ Source is *Mineral Revenues* - 1991 Report of Minerals Management Service, U.S. Department of the Interior.

2/ Includes amethyst, asphalt, barite, bentonite, clay, copper, feldspar, fluor spar, garnet, gilsonite, gold, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

3/ Production varies by commodity.

Reclamation - Increased emphasis is being placed on reclamation through the application of national reclamation standards. The BLM will conduct necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands. The BLM will also review existing mining and exploration plans to ensure that reclamation requirements are adequately defined and are in conformance to BLM policy and land use plans. For newly received mining and exploration plans, the BLM ensures that they contain complete and adequate reclamation plans in conformance with BLM policy.

Oil Shale - BLM will continue to monitor the 2 prototype oil shale lease sites in Colorado to ensure hydrologic degradation of groundwater does not occur. In addition, BLM will continue compliance monitoring of the 2 Utah oil shale tracts, on which the leases were relinquished in 1986.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	9,263	10,503	+1,240
(FTE)	(157)	(177)	(+20)

The 1993 Estimate is an increase of \$1,240,000 and 20 FTE from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

Mineral Materials Sale Program: (+\$1,240,000 and +20 FTE)

The increase of \$1,240,000 and 20 FTE is needed to correct a material weakness that was identified by the Department of the Interior in 1991 relative to production accountability for mineral material sales. Specifically, the increase will allow BLM to improve the production accountability of material sales through expanded inspection and enforcement activities. All active material sale sites will be inspected a minimum of once annually, which has not been done in the past. The increase will help to prevent loss of Federal revenues by deterring illegal (trespass) removals, by meeting more of the demand for mineral materials, and by more frequent compliance checks of material sale contracts. In addition, BLM's ability to use current appraisals will be enhanced. Material sales will be subject to appraisals which are no more than 2 years old. Emphasis will also be placed on enforcing the terms of material sales contracts to prevent undue and unnecessary degradation of surface resources.

The increase will allow BLM to perform an additional 750 mineral materials inspections and enforcement actions and to investigate and close 15 additional mineral material trespass cases. It will also allow the BLM to establish 15 additional community use mineral materials sale locations and to monitor these sites effectively. In conjunction with new long term sales, the added emphasis on production accountability is estimated to increase revenues to the Federal government by \$2 million to \$3 million.

Other Mineral Resources Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) From Base
Prelease notices/ prospecting permits (# processed)					
- Geothermal	25	24	24	24	---
- Nonenergy minerals	154	160	160	160	---
- Uranium leases	3	5	5	5	---
Noncompetitive lease applications (# processed)					
- Geothermal	179	100	100	100	---
- Nonenergy minerals	18	20	20	20	---
- Uranium leases	1	1	1	1	---
Competitive leases (# processed)					
- Geothermal	13	20	20	20	---
- Nonenergy minerals	5	7	7	7	---
Materials sales/ free use permits (# processed)	1,850	1,900	1,900	2,100	+200
Mineral materials nonexclusive use site designations (# completed)	53	45	45	60	+15
Nonenergy minerals classifications & economic evaluation (# of actions)	90	90	90	90	---
Lease adjustments (# processed)					
- Geothermal	100	100	90	90	---
- Nonenergy minerals	100	100	100	100	---
- Uranium leases	1	2	2	2	---
Lease operations (# plans processed)					
- Geothermal 1/	33	40	40	40	---
- Nonenergy minerals	69	60	60	52	-8
- Uranium leases	9	5	5	5	---
Geothermal unitization (# processed)	4	7	7	7	---
Mineral materials trespass (# cases closed)	45	45	45	60	+15

1/ Includes well applications processed, including temperature gradient holes.

Other Mineral Resources Workload Accomplishments continued:

<u>Workload Measure</u>	1991 <u>Actual</u>	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Inspection and enforcement					
(# of inspections)					
- Geothermal	435	435	435	435	---
- Nonenergy minerals	745	745	745	745	---
- Mineral materials	1,500	1,600	1,600	2,350	+750

Distribution of change by object class

The object class detail for the proposed increase of \$1,240,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	+20	\$ 731,000
Personnel benefits		184,000
Travel and transportation of people		50,000
Transportation of things		60,000
Rent, communications and utilities		25,000
Other services		100,000
Supplies and materials		50,000
Equipment		<u>40,000</u>
Total		+\$1,240,000

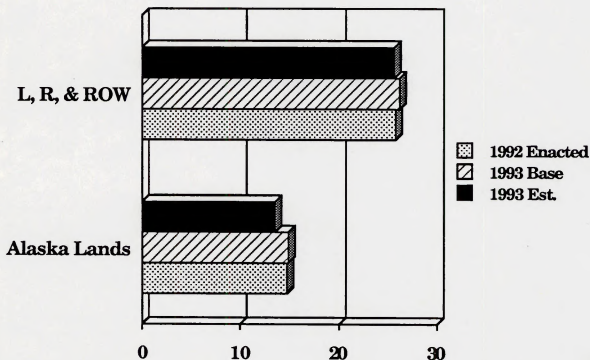
Activity Summary

Activity: Lands and Realty Management

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted to Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Lands, Realty and ROW Management	25,273	25,805	26,265	25,620	-185	-645
Alaska Lands	13,914	14,711	14,943	13,553	-1,158	-1,390
Total	39,187	40,516	41,208	39,173	-1,343	-2,035

LANDS & REALTY MANAGEMENT Dollars in Millions



Justification of Program and Performance

Activity: Lands and Realty Management
 Subactivity: Lands, Realty and Rights-of-Way Management

(dollars in thousands)

	1992 Enacted to Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	25,805 (528)	26,265 (528)	25,620 (518)	-185 (-10)	-645 (-10)

Authorization

- 43 U.S.C. 1701 *et seq.* The Federal Land Policy and Management Act of 1976 authorizes the Secretary:
- 43 U.S.C. 1711 - to prepare and maintain inventories of all Public Land and resources (Section 201);
- 43 U.S.C. 1712(d) - to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications (Section 202(d));
- 43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);
- 43 U.S.C. 1714(a) - to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals (Section 204(a));
- 43 U.S.C. 1714 - to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews (Section 204(l));
- 43 U.S.C. 1715, 1716 - to exchange Public Land if the public interest will be well-served by making that exchange (Sections 205 and 206);
- 43 U.S.C. 1719 - to convey Federally-owned mineral interests to the surface owner (Section 209);

- 43 U.S.C. 1721 - to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the Public Land through leases and permits (Section 302);
- 43 U.S.C. 1733, 1740 - to protect and manage Public Land against willful and knowing violation of regulations, including trespass (Sections 303 and 310); and
- 43 U.S.C. 1761-1771 - to determine the suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way (Sections 501 through 511).
- 30 U.S.C. 185 *Section 28 of the Mineral Leasing Act of 1920*, as amended, authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.
- 43 U.S.C. 321-323 *The Desert Land Act of 1877* provides for authority to reclaim arid and semi-arid Public Land of the western States through individual effort and private capital.
- 43 U.S.C. 641 *The Carey Act of August 18, 1894*, authorizes the Secretary, with the approval of the President, to patent to States desert lands which are reclaimed, cultivated, and settled.
- 43 U.S.C. 315 *The Taylor Grazing Act of 1934* authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.
- 43 U.S.C. 687b *The Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
- 49 U.S.C. App. 211-213 *The Act of May 24, 1928*, as amended, authorizes the Secretary to lease contiguous unreserved and unappropriated Public Land (not to exceed 2,560 acres) for a public airport.
- 49 U.S.C. 2215 *Section 516 of the Airport and Airway Improvement Act of 1982* authorizes conveyance of lands to public agencies for use as airports and airways.
- 43 U.S.C. 156 *The Engle Act of February 28, 1958*, provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

- 43 U.S.C. 1716 The *Federal Land Exchange Facilitation Act of 1988* amends FLPMA to provide for the streamlining of Federal land exchanges.
- 43 U.S.C. 869 The *Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes.
- 43 U.S.C. 869 The *Recreation and Public Purposes Amendment Act of 1988* provides that suitable Public Land may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.
- 94 Stat. 3381 *Public Law 96-586 (Burton-Santini Act)* authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.
- 98 Stat. 153 *Public Law 98-408 (Zuni Act)* authorizes the Secretary to acquire, through purchase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.
- 16 U.S.C. 460y The *King Range Act of 1970* authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
- 16 U.S.C. 818 *Section 24 of the Federal Power Act of 1920*, as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.
- 16 U.S.C. 1241-1249 The *National Trails System Act of 1968*, as amended, establishes a national system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.
- 16 U.S.C. 1277 *Section 6(d) of the Wild and Scenic Rivers Act*, as amended, authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
- 16 U.S.C. 3148 *Section 1008 of the Alaska National Interest Lands Conservation Act of 1980*, as amended, mandates a review of withdrawals and other types of segregations and establishes a schedule of opening Public Land to operation of the general land laws, and the mineral leasing and mining laws.
- 30 U.S.C. 181 note

Objectives

The major objectives of the lands, realty and rights-of-way management program are to:

- o Meet Federal, State, local government, and private needs for Public Land or land uses for community expansion, recreation and public purposes, and important economic development through appropriate land use authorizations, rights-of-way, land tenure adjustments, and land disposals and conveyances;
- o Dispose of, or convey, Public Land tracts that meet specific statutory provisions for disposal or conveyance, and are identified in BLM land use plans for disposal;
- o Exchange Public Land tracts to meet private, State and Federal agency management needs. Acquire lands which provide access to Public Lands, lands with important public values to improve manageability of public resources, and eliminate incompatible inholdings consistent with land use plans;
- o Abate unauthorized use or trespass on the Public Land by a program of prevention, detection and resolution;
- o Monitor use at existing authorized landfills/dumps for adherence to stipulations, and promote disposal of such land as appropriate;
- o Facilitate the development of energy and nonenergy resources in the public interest by prompt processing and granting of rights-of ways and temporary use permits for facilities over, upon, under or through Public Land and other Federal land;
- o Process lands, realty and rights-of-way actions on a cost effective basis by collecting the appropriate case processing and monitoring fees and rental payments authorized by statute and implemented by regulations;
- o Provide basic and fundamental information services and records concerning the status of the Public Land and Public Land resources and answer inquiries from the public, State, local and other Federal agencies in a timely and accurate manner as to the availability, use, location, and restrictions of Public Land or land originally part of the public domain;
- o Maintain and make available to the public, state and local governments, and other Federal agencies, the official Public Land records; and provide for the operation, maintenance, and improvement of the basic Public Land records system of the Federal government to support land title information and natural resources management needs;
- o Revoke land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions;
- o Process new withdrawal applications (made under FLPMA or other authorities such as the Engle Act) and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of land between Federal agencies, departments and bureaus; and
- o Review other agency withdrawals as mandated by FLPMA, continue review of waterpower and water storage withdrawals, and continue processing and review of withdrawals in Alaska.

Base Program

The 1993 Base level for the lands, realty and rights-of-way management program is \$26,265,000 and 528 FTE. The lands and realty program is composed of three components: realty operations, rights-of-way management, and withdrawal review and processing.

Realty Operations:

BLM provides basic and fundamental lands and realty services to the public, State, local and other Federal agencies by processing land use authorizations ^{1/}, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions ^{2/}. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. The 1993 realty operations program is driven by public demand for realty services. Adjustments between workloads will occur as public demand shifts.

Land Exchanges - At the Base level, approximately \$2,761,000 is planned to process land exchanges in support of multiple use resource management decisions. This is \$1,200,000 less than the amount available in 1992. An internal adjustment in the 1993 Base program is being made to shift this \$1,200,000 towards completing withdrawal reviews and correcting an identified material weakness in the BLM withdrawal review program.

Land exchanges are an essential method of implementing multiple use management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges have been identified in BLM land use plans and have been determined to be in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

At the Base level, 20,500 acres of state exchanges and 91,500 acres of private exchanges can be processed. The Base program is driven by state and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans. In many western States, as remaining entitlements under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

The projected reduction in acres to be exchanged in 1993 is a result of three factors. First, while the number of acres exchanged decreases, the projected number of exchange transactions to be processed is increasing. The larger acreage exchange transactions are not as common as they were in previous years. While it still takes the same amount of time to process each transaction, the acreages involved in each transaction are smaller. Second, BLM land exchanges with the State of Arizona, which have comprised a major portion of BLM's exchange accomplishments, have been halted due to challenges

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- 1/ Land use authorizations include: (1) leasing or conveying land to State and local government agencies and non-profit entities under the Recreation and Public Purposes Act, (2) granting use authorizations to non-Federal entities under Section 302(b) of FLPMA, and (3) granting rights-of-way under Title V of FLPMA, Section 28 of the Mineral Leasing Act (MLA), and Title 23 of the U.S. Code (the Federal Highway Act).
 - 2/ Land disposal is the patenting (transfer of ownership) through authorizations such as sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Act, Airport and Airways Act, etc.

to the State's legal authorities to conduct exchanges. BLM will complete the legislated Santa Rita exchange by the end of 1992. In 1993, the exchange program in Arizona will be at a standstill pending approval of a proposed amendment to the State's Constitution which will determine whether the State Land Department has authority to conduct exchanges. Third, \$1.2 million of funding previously used for exchange processing is being shifted to meet requirements for increased withdrawal review processing.

The Federal Land Exchange Facilitation Act (FLEFA) of 1988 (P.L. 100-409) provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. The final regulations implementing the provisions of this law are scheduled to be issued in 1992. Implementation of the provisions of FLEFA will provide additional opportunities to complete smaller, private exchanges within the program. The FLEFA regulations will provide guidance for processing exchanges in 1993.

The following table identifies planned exchange workload within the 1993 Base program; however, it does not take into account the full workload involving preliminary identification, early negotiations, and planning for specific exchanges. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands vary as exchange proposals are processed. This sometimes has resulted in decreased acreages actually exchanged within the Base program.

State 1/	State Exchanges		Private Exchanges		Total
	Acre	Number of Exchanges	Acre	Number of Exchanges	Estimated Cost
Arizona	---	---	10,000	7	\$ 315,000
California	---	---	20,400	18	350,000
Colorado	---	---	4,200	6	245,000
Idaho	7,000	1	14,000	10	315,000
Montana	7,000	2	12,600	6	315,000
Nevada	---	---	7,000	3	180,000
New Mexico	500	1	8,400	6	350,000
Oregon	1,000	1	10,000	7	315,000
Utah	3,000	1	2,450	4	236,000
Wyoming	2,000	1	2,450	4	140,000
Total	20,500	7	91,500	71	\$2,761,000

Land Disposals - At the 1993 Base level, the BLM will offer about 2,500 acres of Public Land for sale under the authority of Section 203 of FLPMA. The lands to be offered for sale are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. Lands must be sold at fair market value as determined by an acceptable land appraisal. They must also be inventoried for threatened and endangered species including plants, cultural values, etc. The demand for vacant rural land remains low throughout the West; therefore, emphasis on this program is lower priority.

The 1993 Base program supports a continued emphasis on land sales under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually in Clark County, Nevada.

1/ BLM land exchanges in the State of Alaska are funded in the Alaska Lands program. A discussion of land exchanges in Alaska can be found in the description of the Alaska Lands Base program.

The 1993 Base program will support the conveyance of 8,000 acres of Public Land to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlements under the state indemnity selection statutes approach completion. Therefore, a decrease in demand by State governments for indemnity selections is expected in 1993.

At the Base level, 100 Desert Land Entry (DLE) applications will be processed. The program continues at a minimal level of processing DLE cases because of emphasis on higher priority workloads supporting multiple-use objectives such as completing exchanges, processing of permits, withdrawal review, and other types of conveyances.

Land Use Authorizations - Land use authorizations under FLPMA Section 302(b) provide for private use of Public Lands through lease or permit authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Lands. At the Base level, 1,200 leases or permits are expected to be issued for land use authorizations.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of Public Land resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the Public Lands. At the Base level, an estimated 750 trespass cases will be investigated during 1993.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of Recreation and Public Purposes Act (R&PP) authorizations. At the Base level, 160 R&PP leases will be processed. Regulations implementing the Recreation and Public Purposes Amendments Act (P.L. 100-648) are being developed and will be published during 1992.

Official Lands Records - The operation, maintenance and improvement of the official Public Land Records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

Every BLM office makes some basic Public Land records available to the public for review. The Base program provides for continued maintenance of the manual land record system, including master title plats, historical indices of land actions, and copies of patents and other pertinent documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

The workload in the Base program is not measured by conventional workload accomplishments, but is reflected in having the Public Land records available for use, and the responsiveness of BLM employees to our customer's information requests about Public Land status, use and availability. Other BLM programs (e.g. recreation resources, oil and gas, and mining law administration) also provide direct public information assistance concerning Public Land status and uses. However, updating and maintaining the accuracy of the basic Public Land records, and making them available for use by other programs and our customers are primarily a function of the lands and realty management program.

Improvement and automation of the Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems in most offices will be replaced by the automated system, and thus the land records will become more accessible and usable to the public and others.

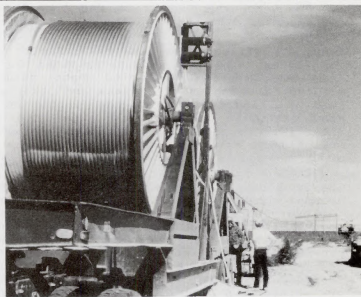
Until ALMRS is implemented Bureauwide, however, the responsibility for maintaining the existing official Public Land records continues to be funded through the lands and realty Base program level. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program. Updating data elements and records on an individual case file basis occurs as each current action is completed in the normal course of processing various steps for active cases and applications.

Rights-of-way:

The rights-of-way (ROW) component of the program is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the Public Land for ROW purposes. The ROW fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (Section 304(b), 43 U.S.C. 1734), some ROW applicants receive a partial waiver of the fees, and others receive a total waiver.

The ROW workload is divided between casework and non-casework functions. Non-casework actions include functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing rental updates, etc. All non-casework activities are funded from the direct MLR appropriation account.

The BLM issues rights-of-way for a wide range of projects on the Public Land. Grants are authorized for such uses as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites.



Casework is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring. Applicants for ROW uses include individuals, corporations, public and private utilities, associations, and state and local governments. They apply to use the Public Lands for a wide range of projects, such as the construction and operation of petroleum pipelines, power lines, energy development and distribution facilities, roads, communication sites, ditches, hydroelectric facilities, and water pipelines. Right-of-way case processing includes jurisdictional transfers, relinquishments, assignments, expirations, and application amendments or withdrawals. In some cases, the applications are made to authorize an existing but previously unauthorized use. At the Base program level, 2,725 ROW grants will be issued. The number of additional ROW cases processed is estimated to be 2,600 cases as public demand is projected to remain stable.

Casework also includes compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

Withdrawal Processing and Review, Classification, and Waterpower Actions:

FLPMA requires land withdrawal reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. FLPMA Section 204(1) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 western States, exclusive of Alaska, to be completed by 1991. This deadline was not achieved due to delays caused by the National Wildlife Federation v. Burford, et al., lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay.

In June, 1990, the U.S. Supreme Court issued a decision in the National Wildlife Federation v. Burford, et al., lawsuit which resolved this long-standing issue. The BLM is now implementing a new two-phase process for withdrawal review and implementation. This process involves an initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Utilizing this new process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA Section 204(1) review by September 30, 1997, provided necessary funds are received. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review.

Within the Base funding level, additional emphasis is being placed on completing withdrawal reviews. The Department of the Interior has identified the BLM's withdrawal review program as a material weakness. To address this finding, the BLM will shift \$1,200,000 within the lands and realty management Base program from land exchange efforts to address additional needs in the withdrawal review program. This shift will increase funds available for withdrawal review work to about \$2,400,000 and will allow the BLM to process an additional 100 withdrawal review cases in 1993, and maintain a level of effort required to complete the review phase for withdrawals by the self imposed deadline. At this new Base level, 200 withdrawal review cases will be completed in 1993.

The withdrawal review workload consists of the review of high priority withdrawals based on input from other Federal agencies. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications. At this level of program accomplishment, 1,950 cases involving an estimated 17 million acres remain to be reviewed in future years.

The Base level also allows for the processing of 190 withdrawal cases, to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of land between Federal agencies.

Withdrawal processing and review in Alaska will continue involving the review of Federal holdings pursuant to Section 3(e) of ANCSA. This workload includes processing new withdrawals, which are an integral part of the entire State and Native conveyance program, and subsequent revocations which may be required.

Classification actions, under a variety of public land laws, originally segregated lands either partially or wholly from entry under the agricultural entry laws and, in isolated cases, from mining and mineral leasing purposes. The Base program includes funding for completing 50 high priority classification review cases. These will be conducted to ensure that there are no unnecessary closures to multiple-use activities due to obsolete or unneeded land classifications on the Public Lands.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. At the Base level, 5 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

Decrease from the 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	26,265	25,620	-645
(FTE)	(528)	(518)	(-10)

The 1993 Estimate level is a decrease from the base of \$645,000 and 10 FTE. The Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table and in reduced accomplishments in DLE case processing and issuance of fewer land use permits.

Land Exchanges: (-\$645,000 and -10 FTE)

In 1993 the BLM is proposing to complete only the highest priority land exchange actions which are required to protect or enhance critical resource values, support National and Administration priorities, or needed to prevent imminent non-Federal actions from precluding Federal acquisition of land which is in the public interest. Lower priority exchanges involving approximately 9,000 acres of State land and 18,000 acres of private land will be deferred to future years. Approximately 85,000 acres of exchanges will be completed at the 1993 Estimate level of funding. BLM's proposed exchange program by state is shown below.

BLM's 1993 Land Exchange Program
(Proposed)

EXCHANGE WORKLOAD 1993 BASE				EXCHANGE WORKLOAD 1993 ESTIMATE		
<u>State 1/</u>	<u>Acres</u>	<u>Number of Exchanges</u>	<u>Total Costs</u>	<u>Acres</u>	<u>Number of Exchanges</u>	<u>Total Costs</u>
Arizona	10,000	7	\$315,000	7,500	5	\$218,000
California	20,400	18	350,000	14,000	11	283,000
Colorado	4,200	6	245,000	3,000	4	141,000
Idaho	21,000	11	315,000	17,000	8	276,000
Montana	19,600	8	315,000	15,000	6	246,000
Nevada	7,000	3	180,000	5,500	2	160,000
New Mexico	8,900	7	350,000	6,500	5	256,000
Oregon	11,000	8	315,000	9,000	7	263,000
Utah	5,450	5	236,000	4,000	3	164,000
Wyoming	<u>4,450</u>	<u>5</u>	<u>140,000</u>	<u>3,500</u>	<u>3</u>	<u>109,000</u>
Total	112,000	78	\$2,761,000	85,000	54	\$2,116,000

Lands, Realty and Rights-of-Way Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Exchanges (000s acres):					
State	70	50	20.5	11.5	-9
Private	50	100	91.5	73.5	-18
Desert land entries (# cases)	100	100	100	92	-8
Public land sale offerings (acres)	2,500	2,500	2,500	2,500	---
Burton-Santini Act lands offered (acres)	700	700	700	700	---
State indemnity selections (acres)	11,848	8,000	8,000	8,000	---
Recreation and Public Purposes (R&PP) leases and patent applications (# cases)	158	160	160	160	---
Permits (# cases)	1,199	1,200	1,200	1,140	-60
Realty Trespass: (cases closed)	731	750	750	750	---
R/W Grants:					
(# issued/modified)					
- Minor	2,689	2,700	2,700	2,700	---
- Major	24	25	25	25	---
R/W Cases:					
(# of cases processed)	2,592	2,600	2,600	2,600	---
R/W Trespass					
(# of cases processed)	202	200	200	200	---
Withdrawal processing (# cases)	146	150	190	190	---
Withdrawal review (# cases)	136	100	200	200	---
Classification review (# cases)	62	50	50	50	---
Waterpower classifications (# cases)	4	5	5	5	---

Distribution of Change by Object Class

The object class detail for the proposed decrease of \$645,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	-10	\$366,000
Personnel benefits		91,000
Travel and transportation of persons		8,000
Transportation of things		11,000
Rent, communications, and utilities		8,000
Printing and reproduction		17,000
Other services		35,000
Supplies and materials		45,000
Equipment		64,000
Total		-\$645,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Alaska Lands

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	14,711 (241)	14,943 (241)	13,553 (221)	-1,158 (-20)	-1,390 (-20)

Authorization

- 48 U.S.C. Chap. 2 note The *Alaska Statehood Act of 1958*, as amended, provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres of Public Land to the State.
- 43 U.S.C. 1601 *et seq.* The *Alaska Native Claims Settlement Act (ANCSA)* of 1971, as amended, authorizes and directs the Secretary to withdraw, 1/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act.
- 16 U.S.C. 3101 *et seq.* The *Alaska National Interest Lands Conservation Act (ANILCA)* of 1980, as amended, provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act.
- 43 U.S.C. 270 The *Indian Allotment Act of 1906*, as amended, provided up to 160 acres to be conveyed to Alaska Natives.
- 43 U.S.C. 1701 *et seq.* The *Federal Land Policy and Management Act of 1976* authorizes the Secretary:
- 43 U.S.C. 1711 - to prepare and maintain inventories of all Public Land and resources (Section 201);
- 43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);

1/ Under various Public Land Orders, Public Lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the Public Land laws, with some exceptions.

- 43 U.S.C. 1716 - to exchange Public Land if the public interest will be well served by making that exchange (Section 206);
- 43 U.S.C. 1719 - to convey Federally-owned mineral interests to the surface owner (Section 209);
- 43 U.S.C. 1721 - to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
- 43 U.S.C. 1732 - to manage the use, occupancy, and development of the Public Lands through leases and permits (Section 302); and
- 43 U.S.C. 1733 - to protect and manage Public Land against willful and knowing violation of regulations, including trespass.
- 43 U.S.C. 869 The *Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency;
- 43 U.S.C. 687b The *Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal land in Alaska that are classified as suitable for housing and industrial or commercial purposes;
- 16 U.S.C. 1277 Section 6(d) of the *Wild and Scenic Rivers Act of 1968*, authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System;
- 49 U.S.C. 2215 Section 516 of the *Airport and Airway Improvement Act of 1982*, authorizes conveyance of lands to public agencies for use as airports and airways;
- 42 U.S.C. 4321, 4331-4335, 4341-4347 The *National Environmental Policy Act of 1969*, requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment;
- 45 U.S.C. 1201 The *Alaska Railroad Transfer Act of 1982*, authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska.

Objectives

The major objectives of the Alaska lands program are to:

- o Utilize the Patent Plan Process to fulfill land entitlements by patenting lands to Native corporations and the State of Alaska and issuing certificates (land titles) to qualified Alaska Native allotment applicants upon survey;

- o Utilize the Patent Plan Process to complete adjudication of Native allotments, Native and State land selections, and all pre-survey work identified within geographic windows scheduled for cadastral survey;
- o Process public demand and other lands cases or realty actions to serve the public and local government needs (i.e., R&PP authorizations, leases, permits, sales, settlement claims);
- o Conduct land exchanges, as required by Congress and in support of other Federal agencies, to improve the overall land management pattern for the Department of the Interior in Alaska;
- o Continue the transfer of land for the Alaska Railroad and Alaska Townsite programs;
- o Manage easements reserved under ANCSA, and continue priority implementation of the ANCSA Section 17(b) Easement Management Program;
- o Support the development of Automated Land and Mineral Records System (ALMRS) to meet the needs of Alaska conveyance and land management programs, and implement the Bureauwide ALMRS initiatives;
- o Continue to implement the automation modernization initiative for the Division of Conveyance Management to meet the needs of the Alaska Native and State conveyance program;
- o Continue a program of inventory, recordation and abatement of realty trespasses in Alaska; and
- o Assist and cooperate with the State of Alaska to resolve final State selections, entitlement issues, and matters of common interest.

Base program

The Base funding level for the Alaska Lands Program is \$14,943,000 and 241 FTE.

This program is multi-faceted with many mandates and affects the management of approximately 92 million acres of land. Program emphasis is on the conveyance of land by utilizing the Patent Plan Process to fulfill the land entitlements of the State of Alaska, Native corporations, and individuals (Native allottees, settlement claimants, and townsites).

The Base program includes preparing navigability reports, completing transfer of the Alaska Railroad, processing land use authorizations, administering the townsite trustee program, managing ANCSA 17(b) easements, and supporting BLM's automation and modernization initiatives.

At the 1993 Base level, added emphasis will be placed on automating major portions of the Conveyance Program workload in order to increase conveyance outputs. Other work included in the Base program is realty program support to effectively implement Department and BLM initiatives, resource management planning, and to provide effective stewardship of the Public Land in Alaska.

Conveyance Program/Patent Plan Process

The priority emphasis of the Alaska Lands Program is to continue title transfers to the State of Alaska and Native corporations through the Patent Plan Process. Implemented in 1986, the Patent Plan Process is an on-going, multi-year program planning process designed to facilitate the survey of lands and transfer of title to Native corporations, Native allottees, and the State

of Alaska. The plan calls for the annual identification of future work in geographic areas, or "windows." This allows a concentrated effort to complete all needed land adjudication of inholdings (e.g., Native allotments) in the "window" prior to initiating cadastral survey in the "windows." Considering the remote and dispersed nature of the lands required to be surveyed, this process is the most efficient and cost effective means to complete title transfers.

In annual requests, the State of Alaska and the Native corporations continue to identify the priority lands they wish to have patented in coming years. The State and Native corporations emphasize and encourage the issuance of patents to these priority lands, rather than processing blocks of large acreages historically transferred by Tentative Approval (TA) to the State and Interim Conveyance (IC) to Native corporations. The TA and IC approach was used in the past to provide an initial acknowledgment of the decision to transfer certain lands to the State and to Native corporations. It was recognized at the time that additional work would be necessary prior to final patenting of these lands to the State or Native corporations. This work includes the adjudication of inholdings within larger transfer areas, such as Native allotments, mining claims, and other land claims, and the completion of necessary cadastral surveys prior to issuance of patent. The 1993 program will continue to emphasize transfer of land by patent.

In the Base program, BLM will place increased emphasis on pre-survey work or "front loading" of the Patent Plan Process to ensure adequate survey plat production and thus increase the patentable lands (acres) to the State of Alaska and Native corporations. The goal of zero backlog of patentable acres will continue to be a priority in the Base program along with support to cadastral survey in the identification of work and adjudication of claims within survey "windows". The BLM will continue the transfer of the Alaska Railroad land to the State. Railroad lands will be transferred as survey plats are completed.

The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment and requires extra coordination efforts with the Native allottees.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee. At the Base level, 20 "Aguilar hearing cases" will be resolved.

At the Base level, a total of 1,500,000 acres will be patented to Native corporations, 800,000 acres will be patented to the State of Alaska, and 750 Native allotment certificates will be issued. Also, the Alaska Townsite program will continue with required adjudication and cadastral survey of claims necessary towards closure of approximately 5 remaining townsites and issuance of approximately 50 deeds.

The projected Alaska conveyance schedules are:

(acres in millions)

	Prior to 1988	1988	1989	1990	1991	1992	1993
<u>Native Corporations 1/</u>							
Patent							
Annually	xxx	1.6	0.8	3.0	1.7	1.7	1.5
Cumulative Total	5.1	6.7	7.5	10.5	12.2	13.9	15.4

State of Alaska 2/

Patent							
Annually	xxx	2.7	1.3	0.6	0.6	0.6	0.8
Cumulative Total	31.0	33.7	35.0	35.6	36.2	36.8	37.6

Other Realty Actions:

Easements - Section 17(b) of the Alaska Native Claims Settlement Act of 1971 (ANCSA) authorizes the Secretary to reserve certain public easements across Native lands and along major waterways in Alaska to guarantee access to publicly owned lands. Easements are reserved in conveyance documents to the respective Native corporations and are specifically identified by location, width, and authorized uses. There are approximately 3,958 miles of easements and 266 sites which currently require management by the BLM. In addition, other Federal agencies are concerned with the management of those easements providing access to land under their jurisdiction. The easements were inventoried through a coordinated effort by the National Park Service, U.S. Fish and Wildlife Service, and BLM. At the Base level, BLM will complete the transfer of management responsibility for certain easements to other Federal agencies (Park Service, Fish and Wildlife Service, Forest Service, etc.) as appropriate to consolidate management on BLM high use and other priority areas.

Realty Actions - At the Base level, the BLM will continue to process public demand lands cases involving the issuance of FLPMA leases, permits, sales, and recreation and public purpose leases and sales, on a pipeline basis; however, support to the Patent Plan Process involving these actions will receive first priority. At the Base level, issuance of land use authorizations will receive priority over compliance monitoring of previously granted authorizations.

In October 1986, the Alaska settlement laws expired pursuant to FLPMA Sections 702 and 703. The BLM will continue appropriate actions to process or field examine the remaining claims under the settlement laws and render a final decision to reject, close, initiate government contest, or issue patent for such claims.

1/ For Native corporations, combined ICs and patents will total more than 40 million acres by the end of 1993 or approximately 90 percent of the total entitlement. Alaska Native corporations will have received patent to 15.4 million acres, or 35 percent of their entitlement by the end of 1993.

2/ Cumulative title transfers involving combined patent and Tentative Approvals for the State of Alaska are expected to be more than 87 million acres by the end of 1993 or 83 percent of the total entitlement, which will include 37.6 million acres of patented land.

ADP Modernization - Maintenance and support of the Alaska Automated Land and Mineral Records System is a high priority activity required for the land conveyance and land management programs. Compatibility and integration of Alaska data and processes with the Bureauwide Automated Land and Mineral Records System (ALMRS) is an absolute requirement. Five subsystems, recognized as unique to Alaska, must be adapted to the ALMRS to eliminate operation of the separate system for Alaska. BLM is currently on schedule in converting the Alaska systems.

Exchanges - Exchange proposals are being considered by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain potential exchanges which may enhance the management of public and private lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. At the 1993 Base level, only high priority land tenure adjustment cases will be processed, deferring lower priority workloads to future years.

Decrease from the 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	14,943	13,553	-1,390
(FTE)	(241)	(221)	(-20)

The 1993 Estimate level is a decrease of \$1,390,000 and 20 FTE from the Base. The Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table.

At the 1993 Estimate level, 1.5 million acres of selections will be patented to Native Corporations and 800,000 acres will be patented to the State of Alaska. This maintains the same program accomplishment to both the Native Corporations and the State of Alaska as is supported by the Base level of funding.

The decrease of \$1,390,000 will be achieved by reducing the number of Native allotment certificates to be issued by 100, and by deferring some of the less critical lands casework involved with the Patent Plan Process. The deferred casework includes field examinations, case review and adjudicative review of certain selections within the Patent Plan "windows." This deferred casework may result in patenting less acreage in 3 to 5 years. At the Estimate level, BLM will also defer work on 60 other lower-priority realty cases, such as occupancy and use cases, title resolution cases, etc.

Alaska Lands Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991	1992	1993	1993	Inc. (+) Dec. (-)
	Actual	Enacted To Date	Base	Estimate	from Base
Native patents (million acres)	1.5	1.5	1.5	1.5	---
State patents (million acres)	0.6	0.6	0.8	0.8	---
Native allotments (parcels)	606	750	750	650	-100
Unauthorized use (cases)	24	20	15	15	---
R&PP (cases)	3	5	5	5	---
Exchanges (acres transferred)	---	5,440	6,080	6,080	---
Occupancy & use (cases)	25	40	50	40	-10
Title Resolution (cases)	10	10	20	15	-5
Permits (cases)	72	50	65	45	-20
Other Realty (cases)	100	100	65	40	-25

Distribution of Change by Object Class

The object class detail for the proposed decrease of \$1,390,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	-20	\$731,000
Personnel benefits		182,000
Travel and transportation of persons		91,000
Transportation of things		41,000
Rent, Communications, and Utilities		20,000
Printing and reproduction		45,000
Other services		98,000
Supplies and materials		44,000
Equipment		<u>138,000</u>
Total		-\$1,390,000

Activity Summary

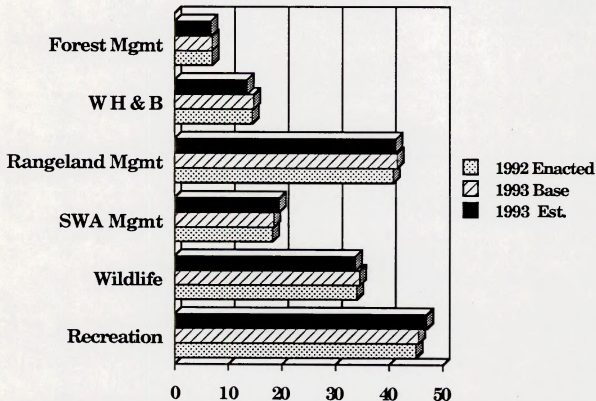
Activity: Renewable Resources Management

(dollars in thousands)

	1991 <u>Actual</u>	1992 Enacted <u>To Date</u>	1993 Base	1993 Estimate	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
Forest Management	6,753	7,080	7,185	6,825	-255	-360
Wild Horse and Burro Management	14,341	14,604	14,727	13,657	-947	-1070
Rangeland Management	40,113	40,853	41,532	41,217	-364	-315
Soil, Water, and Air Management	17,809	18,235	18,425	19,410	+1,175	+985
Wildlife Habitat and Fisheries Management	31,113	34,137	34,526	33,801	-336	-725
Recreation Management	39,447	45,075	45,658	47,103	+2,028	+1,445
Recreation Operations	---	1,382	1,405	1,450	+68	+45
Total	149,576	161,366	163,458	163,463	+2,097	+5

RENEWABLE RESOURCES MANAGEMENT

Dollars in Millions



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	7,080 (118)	7,185 (118)	6,825 (116)	-255 (-2)	-360 (-2)

Authorization

- 43 U.S.C. 1711, 1732 The *Federal Land Policy and Management Act of 1976* provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of Public Land resources and other values.
- 16 U.S.C. 594 The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

Objectives

The Public Land Forest Management Policy provides the framework for the BLM's forest management program in the 11 western States except for forest lands in western Oregon. The program objectives, which are reflected in this policy, are to:

- o Use the BLM planning system to determine specific forest land management objectives and uses;
- o Manage forested lands to create or maintain desired forest ecosystems consistent with land use plan goals;
- o Implement practices and investments which are reflective of the long-term cycle of forest management and which lead to maintaining the desired forest ecosystems;
- o Maintain future harvest levels by giving priority to accomplishing reforestation of current harvest areas;
- o Eliminate the reforestation backlog;
- o Conduct an efficient forestry program which provides public service and multiple-use benefits, as well as manages the higher productivity lands in order to increase the output of forest products;
- o Maintain the forest resource inventory for the purpose of determining land use planning objectives and appropriate harvest levels;

- o Meet public needs for commodity and non-commodity benefits and uses;
- o Adjust annual sale offerings to correspond with public demand and local market conditions while maintaining the concept of sustained yield;
- o Receive fair market value for the sale of forest products; and
- o Prevent, investigate, and eliminate unauthorized use.

Base Program

The 1993 Base level for the Public Land Forest Management program is \$7,185,000 and 118 FTE.

This program provides for the management, development and protection of over 1.8 million acres of forested public lands (outside of western Oregon and Alaska) which are classified as commercial forest lands (CFL) capable of producing at least 20 cubic feet of timber per acre per year. These CFL acres are the source of commercial sawlogs sold and harvested from the Public Land. Other products, such as fuelwood, posts, and poles, are also sold from CFL acres where there is a market for these products. An additional 20 million acres of Public Land are managed specifically for woodland values. Woodlands are forest communities which generally occupy more arid sites than the CFL, and are primarily comprised of tree species or sizes that are not suitable for commercial sawtimber production, but rather, are a source of a variety of products such as fuelwood, posts/poles, Christmas trees, and pine nuts.

It is estimated that an additional 7 million acres of potential CFL and some 15 million acres of woodlands are located on Public Land in Alaska. Due to the lack of inventory data, the acreage of operable CFL in Alaska is unknown. However, the 1992 Interior and Related Agencies Appropriations Act appropriated \$175,000 to begin inventory of these lands. Historically, management of the forested lands in Alaska was constrained due to the uncertainty associated with defining the Alaska land base that will eventually be managed by BLM, the lack of access, and the absence of demand except for "subsistence" uses. As the BLM advances the land conveyance programs in Alaska, the general pattern of the final land ownership is becoming clearer and appropriate inventory work will be initiated in 1992.

Forest vegetation has a significant impact on many land uses. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. Under the principles of multiple-use, sustained yield, and environmental stewardship, a viable, active forest management program can contribute to the enhancement of many values on the public lands.

The forest management program has a history of utilizing volunteers in the support of its program work. These volunteers assist the BLM in accomplishing reforestation, timber stand improvement, inventory, and survey work. Additional opportunities for increased use of volunteers will continue to be pursued.

New Forest Policy

The Public Land forest policy statements emphasize overall forest land management while providing for commercial timber and other forest product harvests. The most significant changes in the new policy statements are those which require reforestation to keep pace with current timber harvest and the importance of providing the necessary resources to meet public demand. Implementation guidelines for the policy were completed in 1991.

In 1990, a strategic plan, *Forests: Our Growing Legacy*, was developed to address the issues of providing a wide array of public services and developing future direction for the forest management program. This strategic plan for a more efficient forest resource management program reflects the new forest policy of managing from a forest ecosystems perspective. This strategy document is patterned after other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, *Range of Our Vision*, and the *Riparian/Wetlands* initiative. This strategy is an essential link to these other BLM programs and strategic plans, and will help achieve multiple-use management.

The forest management policy supports the BLM's resource management planning system as the tool for developing long-term management objectives for the various uses of forest lands. Decisions concerning biological diversity, noncommercial species values, and/or tree age and size distribution are encouraged, as are the use of forest product harvest, prescribed fire, or other means to achieve desired forest ecosystems. The policy stresses that forest lands benefit society by providing both forest products and other less tangible benefits such as wildlife habitat, recreation, and improved water quality. One benefit should not take dominance over others until careful thought is given to long range planning and program direction.

Specific components of the forest management program are discussed below.

Commercial Forest Land Management

The major emphasis of this component of the forest management program is to manage the commercial forest land (CFL) available for harvest for the production and sale of timber as raw material to mills and other end product users. Commercial timber management is practiced on the most productive 1.2 million acres of the BLM's commercial forest lands, which are located primarily in California, Colorado, Idaho, Montana, eastern Oregon, and Wyoming. Adoption of the new forest policy increased consideration of the non-commodity benefits from the forest and for the management of total forest ecosystems. The CFL available for harvest has an estimated annual allowable sale quantity (ASQ) potential of 76 million board feet (MMBF). The level of sale offerings has been below the ASQ potential in past years due to the lack of strong demand in some areas.

The following table shows the distribution of commercial forest land and current Allowable Sale Quantity by State:

COMMERCIAL FOREST LAND

State	Total Commercial Forest Land (thousands of acres)	Operable Commercial Forest Land (thousands of acres)	Allowable Sale Quantity (MMBF)
California	178	142	12.5
Colorado	480	174	11.9
Idaho	322	276	16.5
Montana	390	240	11.0
Oregon (E.) 1/	254	220	17.4
Wyoming	210	143	6.7
Total	1,834	1,201 2/	76.0

1/ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

2/ Approximately 633,000 acres have been withdrawn from the CFL base for wilderness review, protection of other resource values, topographic limitations, accessibility, and fragile sites.

Commercial forest land management is a tool to obtain or facilitate the following multiple-use benefits of sound forest land management such as:

- o Development of desired ecosystems, and maintenance of biological diversity for wildlife, threatened and endangered plant and animal species, which support BLM's *Fish and Wildlife 2000* initiative as well as recreation benefits;
- o Increased waterflow from managed watersheds;
- o Perpetuation of healthy forests, i.e., fire presuppression and insect and disease control; and
- o Creation and/or maintenance of habitat and forage for wildlife and livestock.

Full implementation of the new forest policy will maximize the opportunity for attainment of these benefits.

Drought conditions over the past several years have increased the occurrence and effects of forest wildfires and the subsequent death of commercial trees. The drought conditions also contributed significantly to the occurrence and severity of insect outbreaks with resultant bug-killed timber. In order to minimize loss of merchantable volume, the BLM has placed priority on the salvage of timber in insect outbreak and fire salvage areas. This shift in program priorities has resulted in increased volume sold in 1990 and offered in 1991.

Additional funding was provided in 1991 to accelerate the salvage efforts necessary to minimize the loss of dead and dying timber volume. This funding permitted the salvage sale of approximately 16 MMBF of fire and insect killed timber in addition to the planned sale program of 60 MMBF. The high volume of 76 MMBF offered in 1991 was also possible due to program shifts, i.e. fewer acres of reforestation and land treatment, and because of lower sale preparation costs in many of the timber salvage areas. This was a somewhat atypical situation. The volume offering planned for 1992 is still higher than a "normal" year due to the lower sale preparation costs in some of the salvage areas and the deferring of other program work. Due to continued salvage of damaged timber, approximately 63 MMBF of timber is planned to be offered for sale at the 1993 Base program level of funding.

These additional salvage sales and insect disease timber will result in additional reforestation needs in future years.

The major processes included in commercial forest management are interdisciplinary timber sale planning, sale preparation and sale administration.

- o Timber Sale Planning identifies the need for physical and legal access, cadastral survey requirements, and completes the environmental analysis.
- o Sale Preparation includes sale layout, access acquisition, road design, timber cruising and appraisal, contract preparation and sale advertising.
- o Sale Administration involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is needed to conduct the forest management program. This includes multiple-use planning, interdisciplinary inventory and analysis, and trespass abatement.

Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale, and modifications to the sale proposal are made where possible to decrease costs or increase revenue. No below cost sales will be held except when other benefits far outweigh the loss in revenue. Disposal of commercial timber below cost will only occur: 1) where the forest has been infected by insects or disease, and harvest is the required tool to stop the infestation; or 2) to facilitate other activities such as wildlife habitat enhancement or rights-of-way, and the timber sale is a method of salvaging some revenue as a result of another type of project.

Reforestation and Forest Development

Forest development is an integral part of the commercial timber program, providing the silvicultural practices needed to achieve sustained yield and supporting the allowable sale quantity levels in the future. Reforestation is generally required to promote regeneration of trees after harvest and to ensure that the new forest will contain desirable timber species. Brush and debris piling with tractors and prescribed burning for site preparation are often required to prepare sites for reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand.

Reforestation and forest development provide additional multiple-use benefits such as:

- o The rapid establishment of a new forest which can hasten attainment of multiple-use and biological diversity management objectives;
- o Soil protection and maintenance of water quality; and
- o Influence stocking and crown closures, thereby resulting in regulation of biomass growth in support of management objectives.

Analysis of forest development situation. In 1984, the BLM conducted an initial analysis of its Public Land reforestation situation which indicated that backlogs of reforestation and timber stand improvement had developed over the past years. These backlogs were caused by several factors such as:

- o Fire and insects had destroyed many stands which have not been rehabilitated.
- o Reforestation techniques employed before the 1970's had a higher failure rate than current techniques.
- o Reliance on natural regeneration for some areas during this period also proved to be unsuccessful.

Improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures.

Additional funding has been targeted for backlog reduction in recent years and has allowed BLM to begin a gradual reduction in reforestation backlog acreage. The reforestation backlog was initially identified at 20,700 acres in 1985.

In 1989 BLM conducted another review of the Public Land reforestation backlog reduction efforts which indicated the following:

- o At the time when the funding was added to the program specifically for backlog reduction, the concurrent amounts of funding for current reforestation and forest development needs were not identified. This caused a program imbalance.
- o The cost of treatments was underestimated, and cost increases for completion of new treatment projects have occurred.
- o Persistent, serious drought conditions throughout large areas of the west have resulted in some plantation failures. An anticipated or expected level of normal planting failure was not considered when the original estimates were developed.
- o Inconsistent interpretation of backlog criteria by various BLM offices resulted in a tabulation of needs and accomplishments that was not completely reliable.
- o Additional "non-backlog" reforestation opportunities, such as unreclaimed wildfire areas and new areas acquired through land exchange, were either understocked or unstocked.
- o To minimize the creation of new backlog, the current reforestation and forest development treatments have been given higher priority for available dollars than reduction of the backlog.
- o Additional backlog acres have been added as a result of land purchase and exchange actions.

Based on the review, the remaining reforestation backlog estimate was adjusted to 13,000 acres. This adjustment reflects changes in land use designations, updated surveys, land acquisition and disposal actions, plantation failures, ingrowth, and revised stocking standards.

As of the 1989 review, 6,732 acres of the original 1984 backlog had been reforested, 1,269 acres have been withdrawn from the harvest base, and 6,450 acres were awaiting land use decisions, leaving a remaining backlog of approximately 13,000 acres needing reforestation.

Program direction continues to stress reduction of backlog acreage. However, a higher priority is given to accomplishing current reforestation to avoid creating additional backlog acreage. The 1993 Base level of funding provides for a total of 1,500 acres to be reforested including 500 acres of backlog reduction.

Inventory of lands available for harvest of forest products is needed. The last study of commercial forest lands was completed in 1976. Many changes in available base acres have occurred since then, and adjustments have been made based on most current land use plans. However, procedures must be developed to assure reliable results in support of sustained yield, multiple-use and environmental quality objectives.

Woodland Management

The primary focus of the woodland management program is stewardship and public service by providing information and vegetative product permits, preventing unauthorized use, and developing desirable forest vegetation communities. In a typical year, approximately 44,000 cords of fuelwood, 102,000 posts or poles, 58,000 Christmas trees, and 219,000 pounds of boughs and miscellaneous greenery are sold. In addition, several other products are commonly sold such as pine nuts, seedlings, cactus and cones.

These woodland products are generally purchased by individuals for their own use. However, in some areas where demand for these products is high, they are sold to small businesses that re-sell them to individuals. Free-use permits are available for nonprofit groups or organizations. The large quantity of permits issued represents a substantial public service in that many individuals are gaining a tangible benefit from, and a positive image of, the Federal government. Additionally, selling permits is a form of unauthorized use abatement by making it as easy as possible for individuals to obtain forest products legally and in an environmentally and ecologically sound manner in designated areas. Positive public education efforts make this information available to the public.

Another benefit of woodland product sales is the family or individual recreational experience associated with acquiring Christmas trees and fuelwood. These program services provide positive public visibility of the BLM and the Federal government. These activities are also important to the maintenance of the BLM's working relationships with its broad array of constituents in the west.

Selling woodland products involves most of the same activities as selling commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring.

BLM is continuing to refine its woodland inventory data, and the variety of woodland products being sold is expanding. The harvest of woodland products is increasingly being planned to enhance other resource uses, often at considerable savings to the Government when compared to traditional methods such as mechanical chaining.

The following table shows the distribution of the BLM woodlands by State:

BLM WOODLANDS DISTRIBUTION BY STATE

<u>State</u>	<u>Woodlands (thousands of acres)</u>
Arizona	1,240
California	866
Colorado	2,508
Idaho	527
Montana	138
Nevada	6,000
New Mexico	892
Oregon (Eastern)	1,033
Utah	6,418
Wyoming	<u>207</u>
Total	19,829

Decrease from 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$ (FTE)	7,185 (118)	6,825 (116)	-360 (-2)

The 1993 Estimate is a decrease of \$360,000 and 2 FTE from the Base level. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The volume of timber that will be offered for sale will be reduced in order to concentrate efforts on other higher priority program activities. The level of timber to be offered for sale will be reduced to a proposed 1993 level of 60 MMBF feet by deferring the offering of 3 MMBF of timber in lower priority markets.

Priority within the sale program will continue to be to offer salvage of dead and dying timber before it has deteriorated beyond commercial value. The 1993 Estimate level will provide for an offering of 15 MMBF of the highest priority salvageable timber. The lower priority backlog reforestation and inventory work will be deferred. Reforestation will be reduced by 500 acres to a total of 1,000 acres.

Forest Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Inventory (000's of acres)	86	150	150	100	-50
Forest plans prepared (#)	56	67	67	65	-2
Timber offered for sale (MBF)	76,000	63,000	63,000	60,000	-3,000
Other forest products (permits issued)	41,000	43,000	43,000	42,000	-1,000
Land treatment (acres)	3,500	3,600	3,600	3,200	-400
Reforestation (acres)	1,400	1,500	1,500	1,000	-500
Timber stand improvement (acres)	800	500	500	350	-150
Pest Control (acres)	100	100	100	100	---

Distribution of change by object class

The object class detail for the proposed decrease of \$360,000 and 2 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-2	73,000
Personnel benefits		18,000
Travel and transportation of persons		8,000
Transportation of things		5,000
Rent, communications, and utilities		9,000
Printing and reproduction		2,000
Other services		230,000
Supplies and materials		10,000
Equipment		<u>5,000</u>
Total		-\$360,000

Justification of Program and Performance

Activity: Renewable Resource Management
Subactivity: Wild Horse and Burro Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	14,604 (155)	14,727 (155)	13,657 (155)	-947 (---)	-1,070 (---)

Authorization

43 U.S.C. 1732, 1734

The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges to finance the costs of certain applicant activities.

16 U.S.C. 1331-1340

The *Wild Free-Roaming Horse and Burro Act of 1971*, as amended by the *Public Rangelands Improvement Act of 1978*, provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

43 U.S.C. 1901-1908

The *Public Rangelands Improvement Act of 1978* establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

41 U.S.C. 501

The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

Objectives

The objectives of the wild horse and burro management program are to:

- o Protect and manage wild horses and burros by implementing herd management area plans and monitoring herd areas in accordance with land-use plan decisions;
- o Manage herds (including herd size) in accordance with monitoring results and continue efforts to achieve the appropriate management level for each herd area; and
- o Dispose of excess wild horses and burros in a humane and efficient manner by destroying old, sick, or lame animals, and by placing healthy adoptable animals in private care.

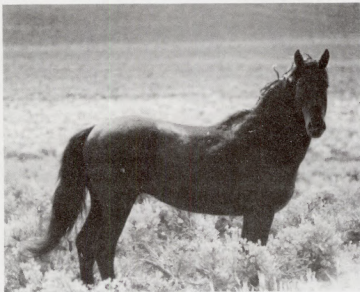
Base Program

The 1993 Base funding level for the wild horse and burro management program is \$14,727,000 and 155 FTE.

Wild horses and burros typically occupy rangeland areas on the Public Land in common with wildlife species and livestock. The long-term numbers of each group that can be properly sustained in each area is determined through the resource management planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions made during planning are subsequently monitored and adjusted, if necessary. Excess animals are identified and removed when necessary to maintain a thriving ecological balance and multiple-use relationship.

Based upon completed resource management plans, the Public Land will support about 30,000 wild horses and burros on almost 200 herd management areas. Within the context of the decisions made in resource management plans, specific herd management area plans (HMAPs) are prepared for each herd management area to guide the management of individual herds and habitats, including monitoring requirements.

BLM's goal is to adjust wild horse and burro populations to the appropriate management levels determined through resource management planning. Since the current wild horse and burro population (50,700 at the end of 1991) is above appropriate management levels in many herd areas, a major emphasis of the program is to remove excess wild horses and burros.



Wild horses and burros are managed to attain a thriving, natural, ecological balance on the Public Land.

Management of Wild Horses and Burros on the Range

BLM efforts to increase emphasis on managing the herds on the Public Land will continue in 1993. The need for this emphasis was underscored by an Interior Board of Land Appeals (IBLA) decision which required improved quality and quantity of data to establish the existence of excess animals on the Public Land. This effort concentrates on more accurately defining the number of wild horses and burros, their habitat needs, and developing HMAPs which outline management objectives and actions needed to maintain a thriving ecological balance and multiple-use relationship in wild horse and burro herd areas. Toward this goal, the BLM will implement 4 HMAPs and monitor 175 herd management areas at the Base funding level.

Removal Efforts

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent upon the capability to control wild horse and burro populations through removal of excess animals. Numerous factors, including limited funds and appeals of wild horse and burro removal plans to IBLA during 1989 and 1990, severely restricted removal levels that could be achieved. As a result, the population of wild horses and burros on the Public Land has increased from an estimated 42,300 animals at the beginning of 1989 to about 50,700 at the beginning of 1992, an increase of approximately 8,400 animals. Based on an estimated 16 percent annual rate of population increase in the total number of animals on the Public Land at the start of 1992, removal of 5,600 excess animals in 1992 will not be able to keep up with population growth. Therefore, it is expected that the population of wild horses and burros will be about 55,650 by the end of 1992.

The new selective removal and fertility control strategies hold promise for reducing long-term removal and disposition costs in the future after the population levels have been reduced to the appropriate management level. Consequently, the BLM will continue its selective removal program in 1993. BLM will remove only adoptable animals from the land, with unadoptable animals being returned to herd areas. Additionally, if the 1992 pilot fertility control project proves encouraging, fertility control will be applied to a portion of the horses returned to herd areas in 1993.

Immuno-contraception is also being investigated. However, it appears that it will require additional field testing before becoming viable as a wide-spread management tool.

The selective removal strategy will result in removing more readily adoptable horses. Consequently, fewer horses will need training (gentling and halter breaking) at prison facilities to enhance their adoptability, and the time that horses are held in prisons and BLM facilities pending adoption will decrease. The reduced costs for these efforts, as well as the closing of the 2 sanctuaries, will provide funds to allow BLM to increase the number of horses removed by 1,200 head over 1992 levels.

At the 1993 Base level, 9,300 animals will be gathered under the selective removal strategy and 6,800 animals will be removed from the Public Land. The difference is the number of animals which are not easily adoptable which will be returned to herd areas. Approximately 50 percent of the returned mares are expected to receive fertility control treatments. The actual percentage of animals treated will vary by herd area depending on the size and sex ratio of individual herds, the herd size in relation to the appropriate management level, the desired rate of reproduction and the availability of cost effective fertility control treatments. An estimated 400 animals removed from Public Land will die for a variety of reasons before entering the adoption program or being released back to herd areas. At this removal level, with a 16 percent annual population increase, the wild horse and burro population would be expected to reach 58,100 by the end of 1993.

Adoption and Related Disposition Programs

Following removal from the Public Land, healthy animals are made available for adoption to qualified applicants for a standard fee. With the selective removal strategy, virtually all animals removed will be adoptable. A very small percentage will be found to be unadoptable because of temperament, injury or other condition not evident at capture and will be returned to the public rangelands.

Because of improved program efficiencies and increased wild horse and burro removals, the adoption program is expected to place 6,800 animals into private care at the 1993 Base level. Except for a few animals estimated to be adopted at reduced fees under strict guidelines (such as being needed to offset veterinary expenses due to temporary illness or minor injury, or needed to avoid the additional expense of transporting or maintaining unadopted animals), adoptions will be at full fee.

These wild burros are waiting to be adopted at the Palomino Valley preparation center near Reno, NV.



During 1993, adoption fees for horses will continue at \$125 per horse and the fee for burros will be \$75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Animals held pending adoption are maintained in prison training program facilities and BLM corrals. The prison wild horse training program will continue to provide training to enhance the adoptability of about 1,000 older animals, and provide care for an average level of 300 animals pending their adoption. These levels are a reduction from 1992 levels because the selective removal strategy should provide more desirable animals for adoption and the need for training as well as the holding period pending adoption is reduced. The use of prison facilities to hold animals pending adoption will also be decreased from prior years because of their high costs. The savings of \$250,000 will be used to increase the number of animals removed under the selective removal strategy.

Approximately 15 percent of an average herd is composed of healthy animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable. In 1988, BLM initiated a sanctuary program as an alternative to destruction or fee-waiver adoptions of these healthy but otherwise unadoptable wild horses. The sanctuaries provided an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private lands. The BLM established 2 sanctuaries which have the capacity to maintain approximately 4,000 animals.

The sanctuary program was structured so that Federal funding would be provided for 3 years to enable the sanctuaries to start up and to have time for private fund raising efforts to raise sufficient capital to sustain a sanctuary's operation. To date, private donations have not been sufficient to sustain sanctuary operations. Consequently, it is anticipated that both of the existing sanctuaries will be phased out by the end of 1993. The savings of

\$750,000 will be used to increase the number of removals under the selective removal strategy.

With the anticipated closing of both sanctuaries in 1993, the BLM will be required to relocate the approximately 3,200 animals occupying the sanctuaries. The alternatives for placing these animals that are currently under consideration include: (1) returning the sanctuary animals to herd areas presently existing on Public Land, while removing a like number of adoptable animals for a no net gain in the Public Land wild horse population; or (2) placing the sanctuary animals on certain military reservations presently under study. The number of animals maintained in sanctuaries will decrease from approximately 3,200 at the beginning of the year to zero by the end of the year.

Wild horse and burro compliance checks will be completed to ensure proper care and maintenance of adopted horses and burros. To keep pace with increased adoptions, compliance checks will increase from 500 in 1992 to 600 at the 1993 Base level.

Program Management and Policy Development

In response to Congressional direction, the BLM established the Wild Horse and Burro Advisory Board in 1990. The Board provides a public forum that, in strictly an advisory capacity, gathers and analyzes information, makes studies, and hears public testimony in order to offer advice and develop recommendations regarding the wild horse and burro program from a national, public interest perspective for the consideration of the Secretary and the BLM Director.

In conjunction with the national advisory board, the BLM will examine the potential for challenge cost-share opportunities in order to enhance the available wild horse and burro program funding. The BLM also anticipates the continuing use of volunteers to expand program capabilities.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	14,727 (155)	13,657 (155)	-1,070 (---)

The 1993 Estimate is a decrease of \$1,070,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The 1993 program will emphasize BLM's selective removal strategy and fertility control efforts. The selective removal strategy (removing only young adoptable animals from the range) will enhance the efficiency of the adoption program. Applying fertility control measures to a portion of the horses which are gathered but returned to herd management areas will reduce herd reproduction rates. This strategy, however, increases the cost of removals because more handling of captured horses is required and some horses will be returned to their herd areas after being captured. However, it does reduce the need for sanctuaries and the prison training program. Consequently, at the Base level, funds saved by closing the 2 sanctuaries and reducing prison training and holding of horses at prisons pending adoption have been applied to accomplishing additional removals.

The \$1,070,000 decrease will be accomplished by decreasing the number of horses removed and adopted. At the 1993 Estimate level, 5,650 horses and burros will be removed and 5,625 will be adopted. Herd management and other program efforts will remain unchanged from the Base level. Population levels at the end of 1993 are estimated to be approximately 59,250 animals.

Wild Horse and Burro Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Herd Management Area Plans (# implemented)	1	5	4	4	---
Herd Areas Monitored	167	167	175	175	---
Animals Removed	7,000	5,600	6,800	5,650	-1,150
Animal Disposition:					
Adoption	5,970	6,300	6,725	5,625	-1,100
Death (old, sick, lame)	450	400	400	350	-50
Compliance Checks	500	500	600	600	---
Animals Maintained in BLM Corrals (Eoy)	700	425	300	300	---
Animals Maintained in Prison Facilities (average)	650	500	300	300	---
Animals Trained in Prison Facilities (Eoy)	1,200	1,200	1,000	1,000	---
Animals Maintained in Sanctuaries (average)	3,400	3,200	1,600 ^{1/}	1,600 ^{1/}	---
Population on Public Lands (Eoy, estimated)	50,700	55,650	58,100	59,250	+1,150

Distribution of change by object class

The object class detail for the decrease of \$1,070,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Transportation of things		\$ 230,000
Rent, communications, and utilities		70,000
Other services		300,000
Supplies and materials		420,000
Equipment		<u>50,000</u>
Total		-\$1,070,000

^{1/} This figure is an average number of horses over the year. Because the sanctuaries are anticipated to be closed during 1993, no horses are anticipated being in the sanctuaries at the end of year.

Justification of Program and Performance

Activity: Renewable Resource Management
Subactivity: Rangeland Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	40,853 (795)	41,532 (795)	41,217 (791)	+364 (-4)	-315 (-4)

Authorization

43 U.S.C. 1711,
1732, 1751, 1753

The *Federal Land Policy and Management Act of 1976* provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

43 U.S.C. 1901-1908

The *Public Rangelands Improvement Act of 1978* requires the improvement of the condition of public rangelands, and other range management practices.

43 U.S.C. 315

The *Taylor Grazing Act of 1934*, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.

42 U.S.C. 1241-1243

The *Carlson - Foley Act of 1968* authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

42 U.S.C. 4321,
4331, 4335, and
4341-4347

The *National Environmental Policy Act of 1969* requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.

7 U.S.C. 1012-1013A

The *Farm Tenant Act of 1937* ("Bankhead-Jones Act") provides for management of lands acquired under this Act.

41 U.S.C. 501

The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

EO 12548

EO 12548, Grazing Fees, provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands and provides further that the fee shall not be less than \$1.35 per animal unit month.

Objectives

The Range of Our Vision

The major objectives of the rangeland management program are outlined in the BLM strategy document entitled, *The Range of Our Vision*. It sets forth BLM's multiple-use, stewardship role of providing sustained yield rangeland management, while making contributions to local and regional economies. The strategy has three principal goals to be achieved by the year 2009 or earlier, thereby setting the stage for BLM's rangeland management program into the 21st Century.

These goals are to:

- o Achieve late seral to potential natural stage (proper functioning condition) on 75 percent of BLM's riparian areas by 1997;
- o Increase the area of upland rangelands in late seral or potential natural stage to 40 percent; and
- o Reduce the area of upland rangelands in early seral stage to 10 percent.

These goals are incorporated in the BLM rangeland management program which has additional program objectives in three components as follows:

Range Use Administration:

- o Emphasize a strong public service attitude through the timely issuance of 28,160 grazing billings and by prompt processing of lease and permit applications (renewals, transfers, grazing and range improvement permit applications);
- o Provide adequate use supervision to assure implementation of existing management plans and to control unauthorized use and subleasing; and
- o Identify and incorporate updated rangeland management data into the BLM's existing automated systems, as well as maintain existing data and inventory systems.

The condition of the BLM rangelands continues to make significant improvement.



Allotment Evaluation:

- o Conduct monitoring on 10,700 high priority grazing allotments in categories Improve ("I") and Maintain ("M") with special emphasis directed to those allotments containing riparian areas as well as allotments with unsatisfactory range conditions;
- o Establish an ecological site data baseline on high priority upland and riparian management areas for use in developing management plans, monitoring studies, and determining range condition and trend; and
- o Establish climate monitoring studies to provide data for evaluating allotment management.

Management and Adjustments:

- o Develop agreements or issue decisions to implement grazing use adjustments within 5 years of the land use plan record of decision, using a participative approach including consultation and coordination with affected interests;
- o Prepare new/revised allotment management plans, using an interdisciplinary approach that considers grazing of vegetation by all species, incorporates the desired plant community concept, and gives priority to "I" allotments which are not meeting riparian management and/or rangeland condition objectives;
- o Provide incentives for private investment in range improvements on the Public Land;
- o Maintain cooperative programs with States and counties for noxious weed control and with the Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Land; and
- o Continue the current high priority on improving riparian areas.

All of these objectives are designed to protect, enhance and utilize rangeland ecosystems through the application of selective management, a land categorization process designed to assign management priorities to areas according to their potential to respond to management.

Base program

The 1993 Base level for the rangeland management program is \$41,532,000 and 795 FTE.

The rangeland management program is included as a part of the President's *America the Beautiful* initiative for enhanced stewardship of national parks, refuges and Public Land. The program is a major component of the BLM's multiple-use approach to natural resource management and stewardship, and directly supports the Nation's need for domestic food sources, contributes to local and regional economies, and protects the vegetation resources on the Public Land. Through the rangeland management program, the condition of upland ranges and riparian areas can be improved.

The rangeland management program will help the BLM maintain biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to

prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

Range Use Administration

BLM issues about 28,160 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that utilize about 164 million acres of Public Land for all or part of their yearly forage requirement. Range use administration and supervision receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met. Range use administration consumes about one-third of the staff resources of the rangeland management program, or approximately 270 FTE.

Allotment Evaluation

At the Base level, ecological site inventories will be conducted on 2.4 million acres. Soil survey work, done in combination with vegetation analysis, forms an ecological site inventory, which is the basis for identifying desired plant communities. All BLM monitoring efforts which relate to ecosystem production capability and/or change are dependent on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas.

Monitoring provides the mechanism for enabling the BLM to determine the effects of current range management practices and if the practices are meeting rangeland management objectives. Monitoring data are also used to analyze the changes in range condition over time. Monitoring studies include: forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trends (changes toward or away from management objectives), and climate (measured precipitation and temperature).

Evaluation of monitoring data includes correlating climate, utilization, and actual use data which are then compared to trend data to determine proper use levels. As climate changes, these data will provide range managers the necessary information to forecast use levels which the vegetation can sustain without a corresponding deterioration of resource conditions.

These monitoring studies are applied in various combinations and intensities depending upon the management objectives for a particular allotment or class of allotment. The allotments categorized as "Improve" (allotments requiring improved ecological conditions) demand the most intensive monitoring effort. Those allotments categorized as "Maintain" (allotments with an ecological condition requiring only that it be maintained) need less intensive monitoring efforts. BLM has categorized approximately 10,700 allotments as priority "I" and "M" allotments. Monitoring plans have been developed on 8,300 of these allotments. Of these 8,300 allotments with monitoring plans, 5,150 will have monitoring data collected at the 1993 base level. Further, the monitoring data will be evaluated on 2,000 of these allotments at the 1993 base level.

Riparian and Wetland Areas

The BLM places a high priority on the management and improvement of riparian-wetland systems. Riparian area management is a key issue on rangeland areas and will be a focal point of resource management priorities into the next century. Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, typically constitute only a small portion of the acreage encompassed by the Public Land. These areas have ecological significance far beyond their small acreage and are highly valuable land areas for management attention. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities for individuals utilizing the Public Land. There are 24 million acres of riparian-wetland ecosystems on the Public Land.



Through proper livestock management, riparian areas provide valuable vegetative cover for livestock, wildlife, and watershed protection.

The BLM's *Range of Our Vision* goals address riparian area management and propose to achieve late seral to potential natural stage (proper functioning condition) on 75 percent of the BLM's riparian areas by 1997. Management of these areas is achieved through the implementation and monitoring of activity plans. This includes the development of management prescriptions for specific areas and the identification and installation of the necessary structural and/or land treatment projects. Monitoring efforts assure that the management objectives are being met or provide the data necessary to modify the prescription to meet the objectives.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participative approach, especially in concert with livestock grazing management and timber harvest activities. Field demonstrations have proven that riparian areas can be restored when properly managed. The Base program level of \$2,800,000, plus funds from the Range Improvements account of \$900,000, provide about 30 percent of the total BLM riparian management effort.

Management and Adjustments

Implementation of land use plans within the rangeland management program is achieved principally through the preparation and implementation of allotment management plans (AMPs). At the base level, the BLM will develop and/or revise 224 activity plans or AMPs. These AMPs are agreements that specify management objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives.

AMPs include prescribed livestock grazing practices designed to manage the use of vegetation resources for the sustained yield of forage plants, protection or enhancement of riparian ecosystems, other unique plant communities, and watershed values, as well as for other resource objectives. The development and implementation of management prescriptions for a management unit or allotment, including the upland, riparian and other special areas within the unit, are prerequisites to success in achieving long-term objectives on the entire management unit. All AMPs are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Data from the monitoring and allotment evaluation processes are used to determine the need for grazing use adjustments to meet management objectives. Adjustments are made by agreement with the livestock operator, or if necessary, by BLM decision in consultation with the livestock user and other affected interests.

Rangeland Improvement Efforts

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Structural improvements and land treatments are used to improve both upland and riparian range conditions on those allotments where the investments will yield the highest returns. At the base level, the BLM will develop 200 projects and maintain 164 rangeland improvement projects.

Previously, project planning costs for all rangeland improvements, including those funded with Range Improvements appropriations, had been funded entirely by the Rangeland Management subactivity. Language included in the 1992 Interior Appropriations Act directed that one half of project planning costs for range improvements, including investment analysis, be funded by the Rangeland Management subactivity and the other half be funded from the Range Improvements appropriation. This policy is continued in the 1993 program. The Rangeland Management subactivity will devote approximately \$1,050,000 to project planning for rangeland improvement projects.

Specific investments to improve riparian areas, especially where multiple-use benefits are high, will receive priority ranking for use of Rangeland Management funds and Range Improvement appropriations for project development and construction. Rangeland improvement projects such as fencing, off-site water developments, and vegetation improvements that enhance grazing opportunities, and also other resource values such as riparian, wildlife habitat and recreational opportunities will be funded primarily from the "Range Improvements" appropriation.

The rangeland improvement policy has encouraged private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and has shifted project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments containing specialized equipment. The BLM has reduced expenditures by a policy of not developing new improvements that are extremely costly. Instead, the BLM relies on either the existing improvements or the implementation of new management practices to maintain presently acceptable conditions.

BLM actively encourages voluntary contributions of services, material, labor, and other expertise from conservation organizations, ranchers, user groups, and individuals to aid in the management, operation and maintenance of the rangeland resources. The Base program provides funding for the BLM to use volunteers to expand the BLM's capability for rangeland resource protection and increased public involvement in management of our Public Land. Volunteer support is used for the construction and maintenance of range improvements (such as fences, water developments and retention structures), the restoration of riparian zones, and many other projects.

Noxious weed infestations which pose health hazards to grazing animals and threaten the productivity of rangelands and adjacent agricultural lands, occur sporadically on Public Land areas throughout the western United States. As a consequence of their impact to an area, infestations are targeted for weed control efforts. Cooperative weed control efforts exist among BLM and other Federal, State, and county agencies. The Base funding level provides for control on about 225 sites (11,250 acres) within 8 states. To more accurately reflect workload accomplishments, the data on the workload accomplishments table that follows has been modified from prior years to show the number of weed control sites rather than the number of states with weed control projects.

Shrub Research and Greenstripping

In concert with the BLM's fire management and wildlife habitat and fisheries management programs, studies are underway to determine what plants and planting methods are available to re-establish forage and cover successfully on disturbed rangelands. Shrub research studies are ongoing, as are studies to identify forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (greenstripping).

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	41,532	41,217	-315
(FTE)	(795)	(791)	(-4)

The 1993 Estimate is a decrease of \$315,000 and 4 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effect of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

In order to accomplish the BLM priority initiatives such as lease/permit administration and the collection of monitoring data to support grazing decisions, the inventory of 400,000 acres on lower priority allotments will be deferred. Also, by concentrating AMP development and revision on high priority allotments, the BLM is able to defer the development of 20 AMPs to future years. The development and maintenance of additional projects in 1991 will allow the number of new projects developed to be reduced by 60 and the number of projects to be maintained to be reduced by 34.

Rangeland Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Leases/permits administered (# issued)	28,160	28,160	28,160	28,160	---
Data Collection or Allotments Monitored (# of allotments)	5,100	5,150	5,150	5,150	---
Inventory (000's acres)	2,400	2,400	2,400	2,000	-400
AMPs (# prepared/revised)	204	224	224	204	-20
Project development (# developed)	269	200	200	140	-60
Project maintenance (# maintained)	154	164	164	130	-34
Weed control (# sites)	269	225	225	225	---

Distribution of change by object class

The object class detail for the decrease of \$315,000 and 4 FTE is as follows:

	FTE	Amount
Personnel compensation	-4	\$146,000
Personnel benefits		37,000
Travel and transportation of persons		20,000
Transportation of things		15,000
Rent, communications, and utilities		20,000
Other services		20,000
Supplies and materials		37,000
Equipment		<u>20,000</u>
Total		-\$315,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	18,235 (242)	18,425 (240)	19,410 (252)	+1,175 (+10)	+985 (+12)

Authorization

43 U.S.C. 1701, 1711

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Land in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis, and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 1901-1908

The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.

43 U.S.C. 315

The *Taylor Grazing Act of 1934* as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404

The *Clean Water Act* as amended by the *Water Quality Act of 1987*, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.

42 U.S.C 201

The *Safe Drinking Water Act Amendments of 1977* amends Section 2 of the *Safe Drinking Water Act* to require compliance with all Federal, State, or local statutes for safe drinking water.

43 U.S.C. 1593

The *Colorado River Basin Salinity Control Act Amendment of 1984* amends Section 203 of the *Colorado River Basin Salinity Control Act* and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

33 U.S.C. 467

The *National Dam Inspection Act of 1972* requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the Public Land.

16 U.S.C. 2001

The *Soil and Water Resources Conservation Act of 1977*, provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

42 U.S.C. 7401-7642

The *Clean Air Act of 1990* as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

42 F.R. 26951

Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of natural and beneficial floodplain values on the Public Land.

42 F.R. 26961

Executive Order 11990, Protection of Wetlands, May 25, 1977, provides for Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

43 F.R. 47707

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

The major objectives of the soil, water, and air management program are as follows:

Resource Assessment

- o Schedule and conduct soil surveys to provide baseline data which is incorporated into land use plans, activity plans, environmental assessments, decision documents, and monitoring.
- o Complete the identification of water sources on the Public Land and maintain documentation and quantification for resource uses;

- o Operate climate stations to supplement other sources which provide data concerning climatic conditions and air quality for Public Land management;
- o Participate in the National Global Climate Change focused research program;
- o Monitor Public Land watersheds and airsheds to determine the effectiveness of BLM management programs and assure compliance with air and water quality standards and regulations;

Watershed Management

- o Prepare management plans to identify actions needed to implement land use decisions relating to watershed values. Priority is given to restoring watershed areas not meeting riparian-wetland management objectives and achieving the goal of "no net-loss" of wetlands, and meeting State water quality requirements;
- o Evaluate the technical and economic feasibility of alternative watershed practices and Best Management Practices (BMPs) in order to select the most cost effective method to achieve acceptable watershed conditions;
- o Implement and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage to improve Public Land watershed conditions including riparian/wetland areas;
- o Provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law;

Technical Assistance and Interpretation

- o Provide soil, water, climate and air quality information and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, and rangeland management;
- o Participate in multi-disciplinary approaches for achieving healthy, productive wetland-riparian conditions for maximum long-term benefits; and
- o Assist and coordinate with State governments in preparing water quality programs, including nonpoint resource management activities, and Best Management Practices.

Base Program

The 1993 Base funding level for the soil, water and air management program is \$18,425,000 and 240 FTE.

Resource Assessment

This part of the program provides basic data and technical information for Public Land soil, water and air resources. Resource assessment includes monitoring efforts to determine the effectiveness of BLM management programs on the Public Land watersheds. This includes monitoring of riparian-wetland areas and airsheds to determine if management actions and investments are achieving intended objectives while meeting required water and air quality

standards. Soil, water and climate monitoring and data are coordinated to support various BLM programs. These activities provide support to *Recreation 2000*, *Fish and Wildlife 2000*, *Range of Our Vision*, and the *Riparian-Wetland Initiative for the 90's*.

At the 1993 Base level, watershed inventories are planned for 3 million acres of Public Land. These baseline data provide information on soil erosion, sedimentation, water quality and quantity, and riparian conditions. Soil surveys, which assess the productive capability of the land and provide interpretations of soil productivity, will be completed on 2.36 million acres at the Base program level.

In response to water rights adjudications in various western States, BLM quantifies and identifies consumptive and instream flow water uses associated with Public Land management. At the 1993 Base level, 10,400 water sources will be quantified to meet scheduled State adjudications.

Within the Base level, efforts are directed toward using water source quantification data along with other previously collected information to file water rights claims in compliance with State law or quantifying Federal beneficial uses associated with reserved rights.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM contributes approximately \$100,000 to support the operation of 15 acid rain monitoring stations in the western United States. The data are being used to determine baseline conditions and to assess the significance of acidic deposition.

Within the air portion of the program, BLM presently operates 135 monitoring stations which provide data on climatic conditions and air quality for BLM planning and environmental impact statement efforts.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards. Approximately 2,930 locations will be monitored under the Base program.

Global Climate Change Research

In support of the Administration's efforts to address global climate change, the BLM conducts research and monitoring studies to: (1) determine the sensitivity and response of ecosystems and ecological processes on the Public Land to existing climate and other environmental factors at the local, landscape and regional level, (2) determine and assess how future climate change and other environmental factors may effect the structure, function, species composition, diversity and long-term viability of the Public Land, and (3) assess implications for future management of natural resources on the Public Land to sustain multiple-use productivity, health and diversity.

This research initiative is conducted as a part of the overall United States Global Change Focused Research Program, over the time period of 1991-1997, coordinated by the Committee on Earth Sciences. The research undertaken in the Base program is a continuation of the studies initiated in 1991. Several projects are conducted in coordination with other Federal agencies and academic institutions. BLM's research and monitoring efforts have become international in scope with the establishment of a significant cooperative ecosystems study effort with the Russian Republic in the Commonwealth of Independent States (former Soviet Union). This project establishes paired ecosystem studies in Russia and the United States and is being conducted in cooperation with the World Laboratory-Russia Branch, and the former State Committee for Hydrometeorology.

The BLM's 1993 program includes 5 research projects and the paired plot ecosystem study project with the Russian Republic as explained above. The work includes: study of the relationship of temperature, precipitation and other physical factors to changing plant communities; observation of land use practices and climate variables that impact critical riparian areas in the desert Southwest; study of the influences of high temperature and low soil moisture on wind and water erosion processes; development of air and water monitoring methods for remote areas; and, data management activities. At the 1993 Base level, \$1,140,000 is devoted to the global climate change research program.

Watershed Management

Following the completion of resource management plans, watershed management plans are developed which identify specific watershed and riparian area management objectives. A "holistic" watershed approach is used. Uplands and riparian-wetlands are addressed in a comprehensive fashion and alternatives are evaluated to determine the most cost effective combination of management techniques and improvements. The Base program provides for the preparation of 40 watershed management plans.

The watershed program will help the BLM maintain biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

At the Base level, approximately \$800,000 is planned to be used for reducing nonpoint source discharges (e.g., salinity) from the Public Land in compliance with the requirements of Section 319 of the Water Quality Act of 1987 and State nonpoint source management programs. In particular, the BLM is engaged in an interagency effort to reduce saline runoff and overall salinity in the Colorado River. Through management planning, project development, and monitoring, the BLM is participating in efforts to mitigate municipal, agricultural, and industrial damage resulting from increased salinity levels in the Colorado River from nonpoint sources.

Watershed planning, development, and maintenance provide for stabilizing soils, reducing salt loads going into rivers and streams, improving watershed conditions, augmenting water supplies, and reducing flood and sediment damage. Implementation of management techniques including treatments or development projects improve water quality, protect or improve riparian-wetland areas, reduce soil loss and erosion through placement of retention structures, and protect public health and safety. The 1993 Base program emphasizes maintenance of 173 existing projects to maintain their effectiveness, correct unsafe or deteriorating watershed conditions, and protect human safety and property. Also, the Base program provides for construction of 275 new watershed improvement projects.

BLM plans to continue to inspect and evaluate dam structures on the Public Land to ensure that they are safe and that no potential exists to endanger life or property. The Base program provides for evaluation of 102 structures.

Riparian-Wetland Management Strategy

President Bush, in January 1989, established a goal of "No Net-Loss" of wetlands. Through the Domestic Policy Council and the Inter-agency Task Force on wetlands, the Administration is actively developing a strategy to attain this "No Net-Loss" goal. The BLM is a participant in developing this strategy relative to Public Land resources. Through the development of individual BLM state office strategic plans, BLM is engaging in a course of judicious and active stewardship of the riparian-wetland resources on the Public Land, and will continue its efforts to meet the President's goal of "No Net-Loss" at the Base level.

Over the past years, BLM has focused increasing attention on improving watershed condition, particularly in riparian-wetland areas. Riparian areas represent less than one percent of the Public Land but have economic and ecological significance far greater than their small acreage would imply. Riparian-Wetland zones are among the most productive, biodiverse ecosystems on the Public Land. These areas are critical to the survival of a wide variety of plants and animals, providing important fish and wildlife habitat. They filter harmful sediments and pollutants from the water, thereby affording protection for drinking water supplies. They act as natural sponges by absorbing rainwater, storing and then slowly releasing it for municipal and agricultural uses. They capture flood waters, protecting downstream farm lands and urban areas from damage. Because of their biologic diversity, riparian-wetland areas provide for a variety of recreation opportunities and contribute to the beauty and diversity of the landscape.

The BLM has developed the *Riparian-Wetland Initiative for the 90's* which is a strategic plan that provides the framework to implement Presidential and Departmental initiatives for the management and restoration of approximately 24 million acres of Public Land riparian-wetland areas. Of the total, wetlands comprise about 17 million acres and riparian areas are approximately 7 million acres. This initiative identifies 4 general riparian goals and incorporates actions to implement *Waterfowl Habitat Management on Public Lands, A Strategy for the Future*, and the objectives in *Fish and Wildlife 2000, Recreation 2000*, and *Range of Our Vision* strategic plans to ensure a coordinated and unified approach to managing these valuable riparian-wetland areas. At the Base level within the soil, water and air program, approximately \$3,050,000 will be used for riparian-wetland management.

Cooperative partnerships with other agencies, private landowners and organizations have improved water quality and other values along many riparian areas on the Public Land.



Technical Assistance and Interpretation

The Base program provides for riparian-wetland technical assistance in such areas as hydrology, stream dynamics and channel functions, geomorphic processes, ground and surface water interaction and wetlands delineation. Water resource expertise is also provided through coordination with the States in preparing and carrying out water resource and water quality programs.

Interpretation and application of climate and air data is used to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

Interpretation of soil survey data is necessary for input to all resource planning and management activities. Examples of some types of technical soils interpretations include determinations of the lands productivity, susceptibility to erosion, as well as capability for rehabilitation following soil disturbing activities such as mining, recreational uses, and timber sale activities.

Soil survey work done in combination with vegetation analysis forms an ecological site inventory which is the basis for identifying desired plant communities. All Bureau monitoring which relates to ecosystem production capability or change is dependent upon quality ecological site inventories.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	18,425	19,410	+985
(FTE)	(240)	(252)	(+12)

The 1993 Estimate is an increase of \$985,000 and 12 FTE over the 1993 Base.

The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on the program accomplishments is depicted in the workload accomplishment table that follows.

Riparian-Wetland Initiative

The entire increase of \$985,000 and 12 FTE will be devoted to additional implementation of the BLM's *Riparian-Wetlands Initiative* and for riparian area management. BLM's *Riparian-Wetland Initiative for the 90's* supports the President's "No Net Loss of Wetlands" goal. The implementation of the BLM's riparian strategy is also in concert with the Public Land stewardship emphasis of the Secretary.

The increased funds will be used for additional work in several areas of riparian management activity, which are described as follows: The increase will enable the BLM to develop 45 new watershed improvement projects such as retention structures to capture water, or riparian zone revegetation with trees and grass to prevent bank erosion and to trap sediment. Watershed improvements such as retention dams, gabions or protective fencing, as well as projects like shrub and grass planting, are all important riparian-wetland

improvement tools. The increase will also enable the BLM to perform corrective maintenance on an additional 27 existing wetland-riparian improvement projects. The additional project development and maintenance funding will be focused on high priority watersheds in cooperation with the rangeland management and wildlife and fisheries program efforts.

The increase will also be used to prepare 5 additional new management plans for priority watersheds which have critical riparian-wetland values. These plans will include specific goals and objectives to insure the protection or enhancement of riparian-wetland values and the multiple uses dependent upon them, such as rangeland management and wildlife and fisheries objectives.

In conjunction with the preparation of watershed management plans, development of new watershed improvement projects and the maintenance of existing projects, the increase will enable the BLM to establish 245 additional watershed monitoring data stations. These monitoring stations will enable the BLM to collect the baseline data which is necessary to plan appropriate riparian-wetland management prescriptions and goals. Monitoring will also lead to a better understanding of riparian-wetland conditions and trends resulting from planned management prescriptions, and provide a gauge to measure the success of new and existing projects on improved riparian and wetland system functioning.

Finally, in some areas, a lack of documented water rights is an obstacle to implementation of the wetland-riparian strategy. The proposed increase will enable the BLM to quantify an additional 200 water sources, increasing the capability for water rights filings. This will enable the BLM to protect existing riparian-wetland improvements, as well as acquire the necessary water rights to enable the construction of new projects. A portion of these additional water rights filings will provide for protection of instream flow along the Virgin River in Utah, Nevada and Arizona. Stable stream flow along the Virgin River will protect riparian-wetland habitat, endangered fish species, and support recreation. In addition, the stabilized water flow will help maintain water quality.

These activities are all integral components of achieving wetland-riparian goals established in both the *Range of Our Vision* and the *Riparian-Wetland Initiative for the 90's*. With this increase, a total of \$4,035,000 will be available in the Soil, Water and Air Management program to support the riparian-wetlands initiative.

Soil, Water and Air Management Workload Accomplishments

The planned workload accomplishment for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000s acres)	3,684	3,000	3,000	3,000	---
Soil Survey (000s acres)	3,017	2,360	2,360	2,360	---
Water sources quantified (#)	11,366	10,400	10,400	10,600	+200
Air monitoring (# stations)	150	150	150	150	---
Watershed activity plans (#)	35	40	40	45	+5
Monitoring (# stations)	3,185	2,930	2,930	3,175	+245
Watershed improvements (#)	275	275	275	320	+45
Project maintenance (#)	267	173	173	200	+27
Dam safety (# projects)	100	102	102	102	---

Distribution of change by object class

The object class detail for the increase of \$985,000 is as follows:

	FTE	Amount
Personnel compensation	+12	\$439,000
Personnel benefits		109,000
Travel and transportation of persons		6,000
Transportation of things		40,000
Rent, communications and utilities		6,000
Other services		195,000
Supplies and materials		80,000
Equipment		30,000
Lands and structures		<u>80,000</u>
Total		<u>+\$985,000</u>

Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Wildlife Habitat and Fisheries Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	34,137 (486)	34,526 (486)	33,801 (476)	-336 (-10)	-725 (-10)

Authorization

- 43 U.S.C. 1701 *et seq.* The *Federal Land Policy and Management Act of 1976* identifies fish and wildlife development and utilization as a major use of the Public Land; directs that the Public Land be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis.
- 16 U.S.C. 715 The *Migratory Bird Conservation Act of 1929*, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
- 16 U.S.C. 1531 *et seq.* The *Endangered Species Act of 1973*, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and to help bring about their recovery.
- 16 U.S.C. 670 *et seq.* The *Sikes Act of 1974*, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
- 43 U.S.C. 315 The *Taylor Grazing Act of 1934*, as amended, provides for wildlife management on Public Lands.
- 43 U.S.C. 1901-1908 The *Public Rangelands Improvement Act of 1978* directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.
- 30 U.S.C. 1201 *et seq.* The *Surface Mining Control and Reclamation Act of 1977* provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

16 U.S.C. 3101 *et seq.*

The *Alaska National Interest Lands Conservation Act of 1980* provides for the special designation of certain Public Land in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Land by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

42 F.R. 26951

Executive Order 11988, Floodplain Management, May 24, 1977, provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands.

42 F.R. 26961

Executive Order 11990, Protection of Wetlands, May 25, 1977, directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Objectives

A principal goal of the Wildlife Habitat and Fisheries Management program is to support the Presidential initiative, *America the Beautiful*, through implementation of the BLM's strategic plan entitled *Fish and Wildlife 2000*, which outlines the direction of the BLM's effort between now and the year 2000. Within the framework of the *Fish and Wildlife 2000* strategy, the program objectives are as follows:

Wildlife Habitat Management:

- o Ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife habitat and fisheries and fish conditions;
- o Ensure that big game/upland game species on the Public Land are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;
- o Help perpetuate a diversity and abundance of waterfowl by managing the wetlands and other important waterfowl habitats on the Public Land appropriately and by enhancing their conditions;
- o Provide suitable habitat conditions for birds of prey on the Public Land through the conservation and management of essential habitat components;
- o Manage riparian-wetland areas and associated uplands to achieve a healthy and productive condition for long-term benefits and values, in concert with the rangeland and watershed management programs;

Fisheries and Fish Habitat Management:

- o Maintain or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages;
- o Manage habitat for resident fish species that spend all or part of their life cycles on the Public Land and that are of high economic, social, or scientific value to local communities and the Nation;

- o Enhance conservation programs and habitat management for special status fish species;
- o Improve the quality and quantity of recreational fisheries on the Public Land in a manner consistent with conservation ethics and resource capability;

Threatened and Endangered Species Management:

- o Increase populations of Threatened and Endangered (T/E) plants, fish and wildlife on Public Land, and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with Federal and State wildlife agencies;
- o Manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments; and
- o Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

Base program

The 1993 Base program for wildlife habitat and fisheries management is \$34,526,000 and 486 FTE.

The Public Land managed by BLM provides important habitats for nearly 3,000 species of wildlife and fish, and for over 1,000 federally listed threatened, endangered, or candidate plant and animal species. The more than 270 million acres of the Public Land are the most ecologically diverse lands managed by any Federal agency, with representative plant and animal communities found from the Arctic Ocean to the arid Southwest. The Public Land contains over 155,000 miles of fishable streams, 4 million acres of lakes, and nearly 24 million acres of riparian-wetlands. Over 38 million hunting days and 157 million fishing days are expended annually, while an estimated 300 million visitor days are spent pursuing wildlife related activities such as birdwatching, photography and wildlife viewing, on the Public Land.

The wildlife habitat and fisheries program will help the BLM maintain biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and the variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

The Base program description provides a general insight into a few of the more important/visible fish and wildlife species or groups of species which inhabit the Public Land, and the workload associated with BLM's wildlife habitat and fisheries management program. Certain functions (such as challenge cost-share, volunteers, and educational efforts) provide program-wide benefits and additional management capabilities that are used throughout the program.

Program-wide Functions

Improved Management through Partnerships and Volunteers

The BLM continues to encourage partnership arrangements to assist in management of wildlife, fisheries and special status plant resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management efforts. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*. For example, the BLM has had successful partnership arrangements with State, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers and recreation groups.

Challenge Cost Share - The 1993 Base level provides \$3,250,000 for challenge cost share projects which, when used in conjunction with the offered non-Federal funding, will provide for developments and management practices worth \$8 million. Typical work that is funded under this initiative includes fisheries improvement projects (fencing, stream structures, off-site water development, seedling establishment), big game habitat improvements (vegetation treatments, fence modifications, seedlings), animal introductions onto Public Land via cooperative arrangements with the States, new water developments, public outreach/education efforts, studies, research efforts, and habitat inventories. In 1991, the BLM completed over 300 projects that involved 85 different organizations, many of which participated in several projects.

Volunteers - The Base program includes support for wildlife-related volunteer activities. Volunteers are used extensively to perform a variety of tasks including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, and stream structures) which benefit wildlife, fisheries, and special status plant habitat improvement efforts. In 1991, volunteers contributed over 70 work years of time in support of the program. At the Base level, approximately \$350,000 will be used for volunteer support.

Environmental and Resource Education - The Base level provides funds for active support for environmental and resource education activities. Often, these efforts are done in cooperation with other programs such as recreation resources, wilderness, rangeland and watershed management. BLM staff provide hundreds of guest lectures, field trips and workshops each year to students of all ages. They participate in a variety of environmental education programs such as "National Wildlife Week," "National Fishing Week," "Pathways To Fishing" and "Hooked On Fishing Not On Drugs." These programs help young people and the general public gain a greater appreciation of the natural diversity of the Public Land, their importance to the ecosystem, and the need to protect and have wise use of the land and its resources.

In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as "Project Wild", "Project Learning Tree", and "Hunter Safety". Two other growing initiatives that provide educational opportunities to the public include the "Watchable Wildlife" and "Animal Inn" programs. BLM has been a cooperator in the development of informational and educational materials for both of these programs and is in the process of designating several "Wildlife Viewing Areas" in cooperation with State and local governments. In 1991, the BLM was a major supporter of a cooperative education booklet entitled "Fishing and Our Environment", a publication aimed at school children and teachers interested in learning more about the importance of clean water and the plants and animals that depend on it.

Habitat Management Plan Showcase Areas - In 1990, the BLM initiated a program to highlight at least one Habitat Management Plan (HMP) showcase area in each BLM state. The 1993 Base level provides funding to continue implementation of these HMP showcases which provide examples of the effective management of fish and wildlife habitats on the Public Land. These areas are used by BLM as environmental education sites to demonstrate and teach habitat management concepts and techniques to various cooperator groups, students of all ages, interest groups, and local officials. The entire spectrum of program activities is reflected in these areas, but special attention is being given to highlight management goals and accomplishments in program priority areas such as riparian-wetland, fisheries, and special status species management.

General Wildlife Habitat Management

Under general wildlife habitat management, BLM manages the Public Land in a manner that provides habitat for big game, small game, raptors, waterfowl, nongame animals, and furbearers as part of the multiple-use mix of Public Land management. Several of BLM's special initiatives include:

Desert Bighorn Sheep - BLM administers 9 million acres (about 80 percent) of the habitat for this species in about 115 target areas. Approximately 10,000 desert bighorns occupy these lands. BLM has initiated a program of inventory, monitoring, habitat management planning and improvement in a 6-state area where this species lives. Through cooperative efforts with numerous state and private organizations and contributions of funds, labor, and materials from volunteers, BLM has successfully established viable populations in 92 of the 115 areas targeted for recovery. At the 1993 Base level, the BLM will continue to implement its long-term management plan, with emphasis on the remaining 23 areas.

Since 1960, populations of desert bighorn sheep on the Public Land have increased by over 435 percent. Other big game populations have also risen sharply as a result of improved habitat management.



Deer/Elk and Other Big Game Species - The BLM manages over 206 million acres of big game habitat and includes all the major big game species of North America (e.g., deer, antelope, elk, moose, and caribou). One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Land (due principally to wildfires) and on private land as a result of land use changes such as development.

In 1988, BLM began an effort to re-establish shrubs and other forage plants destroyed by wildfires. This effort includes research on palatable shrub species and methods of successfully seeding these species in semi-arid areas. The research findings are being utilized to provide additional forage and cover on less than good condition winter ranges. In close association with BLM's wildlife program, BLM's fire program management activity funds the establishment of greenstrips that will reduce the destructive force of future fires. At the Base level, the rehabilitation efforts will continue, and these same techniques will be utilized to restore ranges that have been negatively influenced by natural plant succession as well as man-caused disturbances.

Waterfowl - The Public Land contains approximately 17 million acres of wetlands which are essential to continental populations of migratory waterfowl and shorebirds. In 1988, a strategic plan was developed which outlines BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Fifty-eight of the 229 waterfowl areas have had habitat management plans (HMPs) prepared. The Base funding level provides opportunities to continue habitat management efforts in joint venture areas in the Prairie Pothole Region, the Central Valley area in California, Alaska, and on other key waterfowl areas.

Upland Game Birds - About 90 percent of the Public Land (236 million acres) provides upland game bird habitat for 23 species including the western sage grouse, 3 species of forest grouse, quail, ptarmigan, dove, and wild turkey. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, two species are of special concern. Both the Columbian sharp-tailed grouse and the western sage grouse have experienced declining populations over the past several years. As historic habitat declines on private lands, Public Land plays an increasingly important role for these two species of upland game birds.

Over the past several years, BLM has prepared 75 Habitat Management Plans (HMPs) for upland game species. Implementation of these plans has included development of water facilities, vegetation plantings, improved grazing management and transplants. In 1990, a draft strategic plan was developed to address the needs and priorities for upland game species on all BLM managed lands. The strategic plan will be completed in early 1992. The Base funding level provides for implementing the highest priority work identified in the draft strategic plan and existing site-specific HMPs.

Raptors - A total of 223 key raptor habitat management areas (encompassing 23.5 million acres) have been identified on the Public Land. Key raptor habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey Natural Area near Boise, Idaho, contains the highest density of nesting raptors in North America. Other examples of important habitat areas include the Carrizo Plain in California, the Colville River in Alaska, the San Pedro and Aravaipa Rivers in Arizona, and the lower Klamath River in Oregon and California. BLM's Raptor Research and Technical Assistance Center serves as a national center of focused research and technical assistance for management of birds of prey. Base funding provides for intensive management on the most critical and nationally recognized raptor habitats.

Public Land provides crucial nesting, wintering and migration areas for 24 species of birds of prey like the Burrowing Owl.



Fisheries Habitat and Riparian-Wetland Management

The streams, rivers, springs, lakes, and reservoirs on the Public Land provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

In January 1989, the BLM completed a national strategy plan entitled "Fisheries Habitat Management on Public Lands". This plan identified 43 recommendations that require implementation to achieve an active, goal-oriented, fisheries program. Although full implementation of this plan will occur over a number of years, the Base funding level provides for the highest priority recommendations to be implemented.

Resident Fisheries - Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes.

Anadromous Fisheries - Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on the Public Land in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40 million. In addition, over 1.5 million days of recreational fishing produce approximately \$24 million in economic benefits to local communities.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluating 3,480 miles of streams; improving 464 stream miles through various land management practices in order to increase production of salmon and steelhead by 172,000 fish annually; preparing 15 cooperative habitat management plans, and monitoring of high priority habitats.

In 1992, BLM received an appropriation increase of \$560,000 for anadromous fish habitat work on Public Land in Oregon, Washington and Idaho. This funding has enabled the BLM to begin implementing those priority actions associated with the Columbia and Snake River Basin Salmon Summit Agreement. The 1993 Base maintains this funding level and commitment to the priority habitat improvement objectives of the Salmon Summit.

Over the past year, progress in implementing "Fisheries Habitat Management on Public Lands" was made, but additional work remains to be completed. Examples of these accomplishments include the construction of a 3,400 foot long rearing channel in the Trinity River in California, habitat restoration of nearly 6 miles of Wolf Creek near Roseburg, Oregon, and placement of hundreds of fisheries habitat improvement structures designed to enhance the productivity of Tioga, Spencer, Cleghorn and Deer Creeks in western Oregon. The Base funding level provides the BLM with the capability to continue implementing the highest priority tasks outlined in this plan.

Over 13,000 miles of streams and rivers on the Public Land provide habitat that is vital for the production of salmon and steelhead trout.



Riparian-Wetland Management

President Bush, in January 1989, established a goal of "No Net-Loss" of wetlands. Through the Domestic Policy Council and the Inter-agency Task Force on wetlands, the Administration is actively developing a strategy to attain this "No Net-Loss" goal. The BLM is a participant in developing this strategy relative to Public Land resources. Through the development of individual BLM state office strategic plans, BLM is engaging in a course of judicious and active stewardship of the riparian-wetland resources on the Public Land, and will continue its efforts to meet the President's goal of "No Net-Loss" at the Base level.

The BLM manages nearly 24 million acres of land classified as riparian-wetland. These areas support some of the most ecologically diverse plant and animal communities on the Public Land. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well.

BLM has made improvement of riparian-wetlands a high management priority. In 1990, BLM completed its first riparian-wetlands initiative plan which outlines goals and objectives for improving these valuable resources over the next decade. The plan places increased emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach which involves a variety of disciplines and user groups. At the Base level, approximately \$4,300,000 will be devoted to riparian/wetland management activities. Specific areas of significance where emphasis will continue in the Base program include the San Pedro and Gila Box Riparian National Conservation Areas in Arizona, the Warner Wetlands in Oregon, Marys River in Nevada, and Dos Palmas in California, among others.

Over the past few years the BLM has made significant progress toward implementation of the riparian-wetland plan. These accomplishments have included completing inventory of over 6.5 million acres, preparing 121 new activity plans, developing 514 improvement projects, maintaining nearly 600 existing projects, and monitoring nearly 1,000 existing management plans.

Specific examples of on-the-ground accomplishments include such things as repairing water control structures at the 9,000-acre Parietta Wash Wetland in Utah, completing construction of the Custer Reservoir Dam in Montana which contains over 1.5 miles of shoreline that have been fenced and planted with a variety of nesting and forage plants for waterfowl, creating numerous nesting islands in small ponds and reservoirs throughout Custer and Rosebud Counties in Montana, and planting over 10,000 willows for bank stabilization and wildlife cover along Cedar Creek in California. The Base level of funding will allow for the continued coordinated implementation of priority tasks that have been outlined in the riparian-wetlands plan.

Accomplishments

In the general wildlife program, more intensive site-specific or species-specific inventories are a higher priority than extensive or area-wide fish and wildlife habitat inventories. At the Base level, for general wildlife habitat and fisheries management, inventories covering approximately 13 million acres of fish and wildlife habitat will provide data to enable preparation of habitat development or protection objectives for priority resource management plans and more localized or site specific activity plans.

The need for monitoring of wildlife habitat areas for multiple-use management is increasing as more land use plans and activity plans are completed. At the Base level, 1,600 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

Although emphasis will be placed on implementing existing HMPs, at the Base funding level 120 new HMPs will be written or updated for the higher priority areas/species (including habitats of specially targeted wildlife, birds, and fish). Approximately 1,000 new wildlife and fisheries habitat improvement projects will be developed, and 2,000 habitat improvement projects will be maintained at the Base level. These accomplishments include those achieved with challenge cost-share funding as well as those completed entirely with appropriated funds.

Threatened and Endangered (T/E) Species Management

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for T/E species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat. Within the Base program, BLM will spend approximately \$10,000,000 on the T/E component of this subactivity.

The number of listed species inhabiting the Public Land has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1993, the Public Lands are expected to provide part or all of the habitat requirements for 180 listed T/E plant and animal species, involving about 16 million acres of habitat. To slow down the trend of the increasing number of T/E species, specific goals, objectives, and planned actions for the management of the Public Land in the future have been identified.

Listed species - BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or HMPs; and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise and the northern spotted owl, by utilizing a rangewide approach to habitat management. In each of the 4 States (Arizona, California, Nevada, Utah) where desert tortoises occur, rangewide habitat management plans are in place. The management strategies incorporated into the plans include categorizing habitats throughout the species' range, monitoring key habitats, and minimizing negative impacts from other uses. The recent listing of the desert tortoise as a threatened species in the Mojave Desert places greater emphasis on implementing BLM's rangewide plan and monitoring of tortoise habitat.

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, monitoring, and habitat improvement projects will be required to recover owl populations to a secure level. A related activity is the current proposal to list the Mexican spotted owl as threatened throughout its range, some of which occurs on Public Land in Arizona and New Mexico. Additional emphasis will be placed on inventory and monitoring, as well as implementing protective measures for this species.

BLM is actively working on the recovery of nearly 100 species of threatened or endangered plants and animals, including the Black-footed ferret which was recently reintroduced into native habitat in Wyoming.



Candidate species - Some 1,208 plant and animal species that occur on the Public Land are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1991, this involved 638 plants and 570 animals including a number of rare insects and snails that are found only on the Public Land. Many species occupy vast areas of the Public Land, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the State or Federal government.

Special Status Fisheries - A total of 112 fish species are either Federally-listed as threatened, endangered, or are candidates for Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on the Public Land.

A strategy plan has been developed which identifies goals and objectives for managing the habitat of special status fishes. The plan identifies the following needs over the next 10 years: inventory of 5,749 miles of stream and nearly 5,000 acres of lakes and ponds, preparation of 299 activity plans, 456 habitat improvement projects, 153 research studies, preparation of 305 monitoring plans, acquisition of critical habitat and expanded environmental education activities to increase public awareness of the importance of these species.

Special Status Plants - In 1990, BLM completed a draft strategy plan for special status plants. The plan was designed to address long-term management goals and objectives for nearly 721 species that are either Federally-listed as threatened or endangered, or are candidates for listing. Examples of planned actions that have been identified include: complete inventories on 143 million acres to determine locations, abundance, and threats to populations; complete 458 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare 498 activity plans; construct 244 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

Special Habitats - The Public Land encompasses a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the Special Status Plants Strategy Plan, BLM will identify and monitor such habitats/plant communities/ecosystems and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the Public Land, as well as the continued presence of rare or vulnerable plant and animal species habitats.

Accomplishments

The 1993 Base program provides for inventorying 5.25 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs. In addition, the Base level provides for monitoring 492 HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats.

BLM will be involved in preparing 90 recovery plans. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific HMPs when necessary to accomplish its portion of the recovery efforts.

Also, BLM will continue to implement 105 existing T/E recovery and management plans for species which rely on the Public Land for habitat. Since this component is the highest priority, it will consume between one-quarter and one-third of the Base level funding.

Alaska Subsistence Hunting Management Program

The Federal land management agencies in Alaska are responsible for managing subsistence hunting as a result of the State Supreme Court's ruling that Alaska's subsistence law is unconstitutional. As a consequence, in July of 1990, the BLM became responsible for subsistence hunting management on 70 million acres of Public Land in Alaska (an area equal to the combined size of Virginia, West Virginia, Maryland and Kentucky).

In order to manage the subsistence hunting program, the BLM has undertaken tasks that were previously the responsibility of the state wildlife agency in Alaska. These responsibilities include completing and maintaining accurate inventories of big game populations, assessing herd health and habitat conditions, working as a key cooperator on a statewide basis with other Federal and state agencies, holding local and regional public hearings, setting hunting seasons and bag limits, issuing permits to qualified residents and carrying out necessary law enforcement of the regulations on the Public Land. All of these tasks place a large amount of work and responsibility on the BLM. At the Base level, \$1,165,000, the same amount as available in 1992, will be applied to the Alaska subsistence hunting management program.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	34,526	33,801	-725
(FTE)	(486)	(476)	(-10)

The 1993 estimate is a decrease of \$725,000 and 10 FTE from the Base.

The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on the program accomplishments is depicted in the workload accomplishment table that follows. Specifically, 10 habitat management plans in lower priority big game, upland game and non-game bird habitat areas will be deferred.

In 1993, the BLM will focus its wildlife and fisheries program funding and attention on high priority habitats and populations of species that are experiencing declining habitat conditions and population levels including T/E species and riparian-wetlands area management. Work associated with species and habitats where population numbers and habitat conditions are stable or increasing will be deferred in favor of higher priority species and habitats.

General Wildlife Habitat Management (-\$725,000 and -10 FTE)

BLM's efforts in the challenge cost-share program, riparian-wetlands initiative and Alaska subsistence hunting management will remain at the 1993 Base levels and are not reduced or affected by the decrease in funding.

In order to concentrate available resources on the highest priority efforts in the multiple-use management of the Public Land and the most critical aspects of the BLM's wildlife habitat and fisheries program, specific accomplishments in General Wildlife Habitat Management that will be deferred are as follows:

(a) 500,000 acres of inventory will be deferred from the 1993 program plan. This reduction will be spread across several states, and will be lower priority inventory work identified in support of the Big Game, Upland Game and Non-game Bird initiatives.

(b) 40 lower priority habitat improvement projects as identified in various HMPs such as small scale vegetation treatments (seedings, chainings, prescribed burns), fence construction, water developments, and vegetation plantings will be deferred from the 1993 program. This amounts to approximately 4 projects per BLM State office. The projects that will be deferred would be Big Game, Upland Game, and Resident Fisheries habitat projects, which are species that are not in as immediate need of additional management emphasis as the declining species on which BLM's 1993 request is focusing.

Wildlife Habitat and Fisheries Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
General Wildlife and Fisheries:					
Inventory (000 acres)	10,616	13,000	13,000	12,500	-500
Monitoring (# plans)	1,320	1,600	1,600	1,600	---
HMPs written/revised (#)	100	120	120	110	-10
Projects developed (#)	700	1,000	1,000	960	-40
Projects maintained (#)	1,455	2,000	2,000	2,000	---
T/E species:					
T/E inventory (000 acres)	4,100	5,250	5,250	5,250	---
T/E monitoring (# plans)	420	492	492	492	---
T/E plans written (# w/BLM involvement)	78	90	90	90	---
T/E plans implemented (#)	88	105	105	105	---

Distribution of change by object class

The object class detail for the proposed decrease of \$725,000 and 10 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-10	\$365,000
Personnel benefits		92,000
Travel and transportation of persons		38,000
Transportation of things		50,000
Rent, communication and utilities		40,000
Printing and reproduction		20,000
Other services		70,000
Supplies and materials		30,000
Equipment		<u>20,000</u>
Total		- \$725,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollars in thousands)

Program Element	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Cultural Resources \$ Management (FTE)	9,621 (144)	9,746 (144)	10,096 (147)	+475 (+3)	+350 (+3)
Wilderness \$ Management (FTE)	10,491 (178)	10,637 (178)	11,937 (195)	+1,446 (+17)	+1,300 (+17)
Recreation Resources \$ Management (FTE)	24,963 (391)	25,275 (391)	25,070 (389)	+107 (-2)	-205 (-2)
Total \$ (FTE)	45,075 (713)	45,658 (713)	47,103 (731)	+2,028 (+18)	+1,445 (+18)

Authorization

43 U.S.C. 1701 *et seq.*

The *Federal Land Policy and Management Act of 1976* identifies recreation as a major use of the Public Land, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Land in its natural condition; and provision for outdoor recreation, human occupancy, and use of the Public Land;

43 U.S.C. 1711

-Requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;

43 U.S.C. 1712

-Directs that areas of critical environmental concern be given priority in the inventory of Public Land, in developing and revising land use plans, and in applying special protective management;

43 U.S.C. 1781

-Provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and

43 U.S.C. 1782

-Requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Land having wilderness characteristics, and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603).

16 U.S.C. 432

The *Antiquities Act of 1906* provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

- 16 U.S.C. 1271 The *Wild and Scenic Rivers Act of 1968*, as amended, provides for the development and management of certain rivers.
- 16 U.S.C. 1241-1249 The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.
- 16 U.S.C. 1242-1243 The *National Parks and Recreation Act of 1978* establishes a number of national historic trails which cross Public Land.
- 16 U.S.C. 460y The *King Range Act of 1970*, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
- 16 U.S.C. 1131 *et seq.* The *Wilderness Act of 1964* provides for the designation and preservation of wilderness areas.
- 16 U.S.C. 470 The *National Historic Preservation Act of 1966*, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.
- 42 U.S.C. 4321, 4331-4335, and 4341-4347 The *National Environmental Policy Act of 1969* establishes the continuing responsibility of the Federal government to improve programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
- 36 FR 8921 *E.O. 11593 of May 13, 1971, entitled Protection and Enhancement of the Cultural Environment* directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.
- 16 U.S.C. 470a, 470cc and 470ee The *Archaeological Resources Protection Act of 1979*, as amended, requires permits for the excavation or removal of Federally administered Archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

- 16 U.S.C. 3101 *et seq.* *The Alaska National Interest Lands Conservation Act of 1980* provides for the designation and conservation of certain Public Land in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.
- 16 U.S.C. 410 *The Chacoan Culture Preservation Act of 1980* provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.
- 16 U.S.C. 4601 *The Land and Water Conservation Act of 1965*, as amended, provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.
- 16 U.S.C. 460uu-21 *An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes* provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.
- 16 U.S.C. 4301 *The Federal Cave Resource Protection Act of 1988* provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.
- 16 U.S.C. 460xx *An Act to provide for the designation and conservation of certain lands in Arizona and Idaho* establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.
- 25 U.S.C. 3001 *The Native American Graves Protection and Repatriation Act* (GPA) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.
- 16 U.S.C. 460ccc *An Act to establish the Red Rock Canyon National Conservation Area* in Nevada provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area.

CULTURAL RESOURCES MANAGEMENT

Objectives

The major objectives of the cultural resources management program are to:

- o Support the President's *America the Beautiful* initiative;
- o Through the "Heritage Education Initiative," use the vast historic and archaeological resources of the Public Land to support the education of America's children, and strengthen children's sense of personal responsibility for the stewardship of America's cultural heritage;
- o Through *Adventures in the Past*, increase the public's enjoyment and appreciation of cultural resources, reduce the destruction of cultural resources, and demonstrate and encourage good stewardship towards these resources;
- o Conserve, wisely manage, and prudently use our nonrenewable cultural and paleontological resources;
- o Protect the most important and most critically threatened cultural and paleontological resources to pass them unspoiled to future generations;
- o Manage the Nation's abundance of cultural resources to provide the widest range of benefits and uses to the American people, including recreation, education, and scientific study;
- o Expand the public's knowledge, appreciation, and awareness of our unique cultural heritage, and obtain support for our resource policies;
- o Promote partnerships with State and local governments, individuals, and public and private groups at all levels, as well as utilize the varied, voluntary, and unique organizations within our Nation to inventory, protect, and study cultural and paleontological resources;
- o Issue permits to conduct archaeological, historic, and paleontological investigations on the Public Land, and monitor approved activities;
- o Prepare new activity plans as needed to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands);
- o Ensure that archaeological, historical, and ethnological collections removed from the Public Land, located in Federal or non-Federal repositories, are properly managed and preserved; and
- o Coordinate and consult with Native Americans with respect to their cultural and religious concerns.

Base Program

The Base program funding level for the cultural resource management program is \$9,746,000 and 144 FTE.

The cultural resource management program involves the management of cultural and paleontological resources on BLM-administered Public Land. The BLM has conducted field inventory on roughly 9.4 million acres of the 270 million acres of Public Land in 11 western States and Alaska, or about 3.5 percent of the total. Nearly 160,000 cultural properties, i.e., archaeological and

historic sites, have already been discovered through this inventory, with estimates of the total number ranging between 4 and 5 million properties. These resources span the entire period of human presence in the Western Hemisphere. Considering BLM's vastly more sizeable, ecologically more diverse, and geographically more representative land holdings, it is clear that BLM manages the Federal government's largest, most varied, and scientifically most important body of cultural resources.

The President's *America the Beautiful* initiative is a major effort to expand, protect, and preserve America's treasury of public land resources, including its cultural resources, and to greatly enhance the access of Americans to these resources and the recreational opportunities they afford. BLM's cultural resource management program, is one of the key components of this initiative.

An example of a rock art panel from Public Land in Arizona.



The President has also established excellence in education as a priority for his Administration. The President's *America 2000* education strategy calls for Federal agencies to support programs to upgrade education in science and math skills. The cultural resource management program supports the President's education strategy by helping to raise the standard of education, particularly in science, math, and history. In response to this effort, BLM formulated the "Heritage Education Initiative" and 5-year plan to position BLM as the national leader in archaeology education, and history. The goals are to use the vast archaeological and historic resources under BLM's custody to support the education of America's children, and to strengthen children's sense of personal responsibility for the stewardship of America's cultural and natural resources heritage. This will be done by teaching children in both formal and informal educational settings. The strategy is intended to capture the attention of young people and then involve them in increasingly more sophisticated learning experiences.

The cultural resource management program also responds to the ecotourism-adventure travel challenges by integrating public needs for relatively undisturbed outstanding wildlands and adventure travel opportunities including archaeological and historic sites with the needs of local and regional economies. This can be done in such a way that distinctive

and highly valued cultural resource characteristics are maintained. Intelligently interpreted and well-maintained cultural resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, as well as reduce looting of these resources that provide an economic base for local communities.

Several laws require BLM to locate, evaluate, and manage cultural resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the general public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how best to manage the resource); (4) protection (safeguarding the resource potential); and (5) utilization (authorizing or otherwise accommodating their proper use).

Cultural Resource Inventory and Evaluation

Within the BLM cultural resources management program, inventory refers both to compiling records of cultural resources known to occur within a defined geographic area, and to the methods used in developing the records. Inventory generally involves a process of: (1) archival research (i.e., compilation and synthesis of previously recorded cultural resource data from archival, library and other indirect sources); (2) field survey (i.e., systematic examinations of the land surface and natural exposures of the subsurface for indications of past human activity); and (3) report preparation (i.e., documentation of objectives, research design, methodology, coverage of area and results).

The BLM cultural resource inventory system includes 3 classes of inventory. Class I inventories synthesize, summarize and assess existing archaeological and historic information. Class II surveys provide information on probable density, diversity, and distribution of cultural resources within a large area through interpretation of results of intensive surveys conducted in limited portions of the target area. Class III inventories are intensive field inventories of defined areas which are completed mostly to support other program actions, such as energy development. They are funded by the benefiting program. Inventory also includes automating archaeological and historic site forms and baseline program data.

The 1988 amendments to the Archaeological Resources Protection Act (ARPA) require Federal agencies to develop plans and prepare a schedule for inventorying non-project areas (i.e., areas not related to proposed development actions) to locate archaeological resources that may be vulnerable to illegal excavation and artifact theft. BLM will continue to identify, schedule, and conduct inventories in the highest priority areas. At the 1993 Base level, BLM will conduct cultural resources inventories on 100,000 acres of Public Land.

Planning

BLM cultural resources are evaluated in terms of their potential for contributing to public education and related public use (e.g., tourism, recreation, interpretation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifeways (e.g., Native American religious systems); and experimentation for improving protection measures and related management techniques (e.g., using cultural resources to find solutions to specific management problems). Unique or scarce cultural resources may be determined best suited for long-term conservation. Cultural resources no longer possessing characteristics that qualify them for one of these uses, such as resources that have been destroyed by natural or other causes, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places.

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.

Cultural resource project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. Within the Base, 45 cultural resources activity plans will be prepared or revised. Emphasis for plan preparation will be on newly acquired and/or newly designated areas, and areas where deterioration and vandalism have been documented to be at a critical level.

Cultural Resource Protection

The *Archaeological Resources Protection Act of 1979* (ARPA) is the primary law enforcement tool designed to curtail wrongful activity against publicly owned archaeological sites and their archaeological contents. Other statutes provide for protection of cultural resources on Federal lands and impose penalties for unauthorized disturbance of these resources.

Historically, the BLM has devoted roughly one-third of its cultural resource management budget to archaeological resource protection, including physical protection, site stabilization, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

Examples of the archaeological site protection activities funded within the Base program include participating in multi-agency task force operations to combat trafficking in looted archaeological resources; participating in regional and interagency anti-looting and public awareness/education programs (e.g. Oregon's NORTHWEST SAVE, Utah's vandalism task force, Wyoming's Safeguard Wyoming's Past); supporting BLM Rangers, and expanding their role in surveillance and patrols; managing Adopt-a-Site volunteers; coordinating with the media to promote coverage of the issue; and executing cooperative agreements with local law enforcement agencies and military police units, such as those developed with the Arizona National Guard and the Arizona Civil Air Patrol.

Within the Base program, the BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. At the Base level, BLM plans to accomplish 175 resource protection or stabilization projects. Emphasis is given to implementing activity plans and physical site protection projects in highly sensitive areas such as Grand Gulch in Utah, the Chaco outliers and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the highly significant cave sites in southeastern Oregon and southwestern Idaho, among others.

Challenge Cost-Share and Partnership Arrangements

To increase management capabilities for cultural and paleontological resources, the BLM is continuing to actively pursue challenge cost-share opportunities and cooperative management agreements with universities, State

and local governments, individuals, and public and private groups at all levels of society. These challenge cost-share and management agreements significantly expand BLM's capabilities in many different areas, notably in the areas of inventory, resource protection and site monitoring, science and research of archaeological and historic resources, and heritage education. Within the Base program, funding for challenge cost-share will continue at the 1992 level of \$330,000.



BLM makes active use of volunteers in recording rock art.

Efforts toward promoting and expanding volunteer, partnerships, and challenge cost-share programs within the cultural resource management program have been highly effective in increasing public and interest group awareness of cultural resources and in increasing BLM's capability to advance program priorities. During 1990, the BLM's cultural resource management program had over 70 challenge cost-share and cooperative management agreements in place. Cooperators under these arrangements contributed almost \$1.5 million to the program on an initial BLM investment of just under \$300,000, or better than a 5 to 1 return on each BLM dollar spent. This was up significantly from the 3.6 to 1 ratio derived from such agreements in 1989. On top of this, more than 50 work-years of volunteer time was contributed to the BLM for the benefit of cultural resources. This represents a contribution of almost \$1 million. Together, then, in 1990, challenge cost-share, cooperative management agreements, and volunteers produced contributions to BLM in excess of \$2.5 million, and significantly expanded BLM's management and protection capabilities.

The *Native American Graves Protection and Repatriation Act* (GPA) was enacted in 1990. Among other things, the GPA requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years. Tribes and organizations will be able to lay claim to remains and objects already in museum collections, after Federal agencies and museums have inventoried them. In conjunction with regulations at 36 CFR 79, requiring Federal agencies to inventory collections from lands under their jurisdiction housed in Federal and non-Federal repositories, and to maintain full administrative records on the collections, these requirements will impose a significant workload on BLM's cultural resource management program.

Utilization

The 1988 amendments to ARPA contain a requirement that Federal land managers establish programs "... to increase public awareness of the significance of the archaeological resources located on Public Land and Indian lands and the need to protect such resources." In response to this provision, BLM developed its Adventures in the Past initiative. Adventures in the Past is BLM's "umbrella" program for promoting public education and awareness of archaeological and historic resources, and for encouraging public involvement in the protection and management of its cultural resources. Adventures in the Past has as its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrating and encouraging good stewardship of cultural resources.

Adventures in the Past is being brought to the public through a series of highly visible, regional and thematic events. The first two, the Four Corners Tribute and the Great Basin Tribute, took place in June 1990 and September 1991, respectively. Activities in these regional events included popular presentations on archaeology and history, interpretive tours, interagency exhibits, living history demonstrations, and other public events. The Four Corners event included a Governors' Conference to examine opportunities for improved cultural resource management in the Four Corners area under a comprehensive and coordinated approach to public involvement and education, interpretation, research, heritage tourism, and partnerships.

The 1993 Base funding level will support BLM participation in 2 major thematic events, the "Columbus Quincentennial" and the "Oregon Trail Sesquicentennial". The national Christopher Columbus Quincentenary Jubilee Commission, an independent group appointed by Congress in 1984, has endorsed the "Columbus Quincentennial" project as an official national Quincentenary program. The Commission has cited the BLM's project as one of the more important events reviewed by the Commission, predicting it will have a significant impact and leave behind a more lasting impression. BLM's offices in Arizona and New Mexico will host the events since they have the most sites marking Spanish and Native American contact.

The 1993 Base program also supports the operation of the Anasazi Heritage Center near Dolores, Colorado, which serves as a museum and repository for artifacts and archaeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and education of archaeology and history, and awareness of BLM's mission of multiple-use Public Land management. The Anasazi Center will have a major role in implementing the BLM's "Heritage Education" initiative. The facility has been open to the public on a full-time basis since August 1988.

The BLM issues cultural resource use permits to applicant firms and institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archaeological work is expected to remain at the 1992 level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them are renewed or processed in any given year. Thus, at the Base level, BLM will process 290 new or renewal permit applications. Total permit workload will increase, however, due to stepped-up monitoring of permittee performance.

Increase from 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	9,746	10,096	+350
(FTE)	(144)	(147)	(+3)

The 1993 Estimate is an increase of \$350,000 and 3 FTE.

The 1993 Estimate level reflects the absorption of 50 percent of the 1992/1993 pay raise. The effect of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishments table that follows.

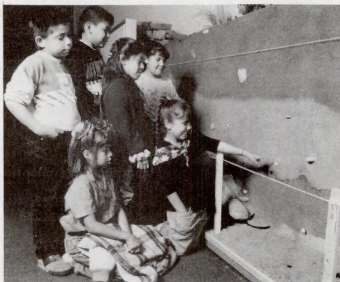
Challenge Cost-Share Program and Heritage Education: (+\$350,000 and +3 FTE)

The increase of \$350,000 and 3 FTE will be used to expand and build upon the success that BLM has had in the challenge cost-share program in the cultural resource management program. Most of the challenge cost-share opportunities will be to support cooperative management and cost share agreements with potential partners in the areas of science and research of archaeological and historic resources, particularly in heritage education. The increase provides an opportunity to expand BLM's knowledge of the archaeological and historic resources on Public Land.

BLM's heritage education initiative will require the cooperation of government, industry, the education community, and the public. Examples of some of the programs for which the challenge cost-share monies will be used include:

- o Development of a "Discovery Exhibit" (interactive traveling exhibit to encourage children to discover the excitement of archaeology and history) in cooperation with museums and industry;

Third grade students examine artifacts embedded in the wall of a test trench. The profile simulates an archaeological excavation of an Anasazi Indian pithouse dwelling.



- o A "Partnership Program" which furthers the aim of heritage education in cooperation with all sectors of society; and
- o A "Mobile Teacher Resource Center" (a traveling van providing teacher aids which use history and archaeology as magnets for learning) in cooperation with industry, universities and museums, among others.

Historically, BLM has received more challenge cost-share opportunities than could be accommodated with the funds available to match them. The increase also provides some opportunity to expand BLM's activity in the areas of inventory, resource protection and site monitoring. With the increase requested at the 1993 Estimate, BLM would have approximately \$525,000 available for challenge cost-share project activity.

Cultural Resources Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc(+) Dec(-) from Base</u>
Inventory (000s acres)	100	100	100	90	-10
Activity planning (#plans)	40	45	45	45	---
Permits (# permits)	400	400	290	290	---
Site mgmt. (# sites)	1,550	3,000	3,050	3,050	---
Resource protection/ stabilization (# proj.)	240	175	175	175	---

Distribution of change by object class

The object class detail for the proposed increase of \$350,000 and 3 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	+3	\$108,000
Personnel benefits		27,000
Travel and Transportation of persons		8,000
Other services		165,000
Supplies and materials		17,000
Equipment		<u>25,000</u>
Total		<u>+\$350,000</u>

WILDERNESS MANAGEMENT

Objectives

The major objectives of the wilderness management program are to:

- o Support the President's *America the Beautiful* initiative which includes wilderness management;
- o Prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- o Conduct interim management on wilderness study areas (WSAs) pending completion of wilderness environmental impact statements (EISs)/wilderness study reports (WSRs), suitability recommendations, and Congressional action;
- o Coordinate with the Geological Survey and Bureau of Mines on recurring mineral surveys in designated wilderness areas; and
- o Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

Base Program

The Base funding level for the wilderness management program is \$10,637,000 and 178 FTE.

The wilderness management program consists of the identification, study and protection of potential wilderness areas; and the management of wilderness areas which have been designated by law as part of the National Wilderness Preservation System. In 1990, the portion of the National Wilderness Preservation System managed by the BLM more than tripled with the addition of 1,133,230 acres of wilderness in Arizona, including 38 new wilderness areas and expansion of one existing wilderness area (Aravaipa Canyon).

The President's *America the Beautiful* initiative to expand, protect, and preserve America's treasury of national parks, wildlife refuges, forests and Public Land and to greatly enhance the access of all Americans to their Public Land and their recreational opportunities is a major emphasis in the 1993 Budget. BLM's wilderness management program is a part of the *America the Beautiful* initiative.

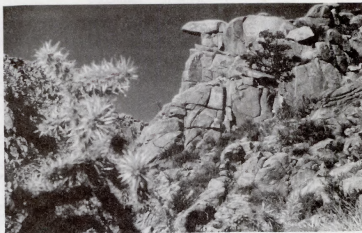
The provision of Section 603(a) of FLPMA, which requires the Secretary of the Interior to report recommendations for wilderness designation of Public Land areas to the President by October 21, 1991, was met. Therefore, the 1993 Base program is characterized by a major shift in emphasis from wilderness study and reporting to management of designated wilderness areas and interim management of wilderness study areas (WSA). Interim management of all WSAs until they are either designated as wilderness or released from interim management by law will continue to be a priority workload in 1993.

Inventory and Wilderness Studies

The wilderness inventory required by Section 603(a) of FLPMA was completed in 1980. Based on that inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs).

Section 1320 of the *Alaska National Interest Lands Conservation Act of 1980* (ANILCA) exempted BLM lands in Alaska from the section 603 FLPMA review mandated for the Lower 48 States. Wilderness studies, including inventory, in Alaska are to be conducted as part of the resource management planning process implemented by BLM under Section 202 of FLPMA. Any additional wilderness inventory efforts in the Lower 48 States will be conducted as part of BLM's normal inventory and resource management planning activities, and should be minimal.

Sierra Ladrones Wilderness
Study Area located in
New Mexico.



The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each State, were combined into statewide reporting packages for approval and decision by the Secretary. WSAs were evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations were prepared on which WSAs are judged to be suitable for preservation as wilderness areas and which WSAs are considered unsuitable for wilderness designation based on studies and evaluations of all potential resource values and uses.

In total, over 90 separate studies and EISs were completed by the BLM. In 1991, 9 statewide reporting packages (California, New Mexico, Nevada, Idaho, Wyoming, Montana, Colorado, Oregon, and Utah) were completed and submitted to the Secretary. All statewide reporting packages have now been completed. The recommendations of the Secretary of the Interior were transmitted to the President by October 21, 1991.

Interim Management

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from WSA status by returning them to all types of multiple use activities, or adds them to the National Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for wilderness planning and management increase, especially in the first few years following designation because of the special management requirements under the Wilderness Act. BLM's implementing regulations and administrative requirements. The legislation enacted in 1990 to designate new wilderness areas in Arizona also released 2,063,111 acres from interim management requirements. At the 1993 Base level, BLM would provide interim management on 26,643,000 acres of WSAs.

Wilderness Area Management Planning

BLM develops management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use administration, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys, and land use plans, and analyzed to develop possible wilderness management actions and alternatives. Public involvement in the plan development and analysis is sought and used. The draft plan and an environmental assessment are prepared and published for public review and comment. Public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use may be established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established, and a schedule for monitoring changes is initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, access requirements for non-Federal inholdings are analyzed, and recommendations for possible acquisition of inholdings are developed. Operating requirements for inclusion in anticipated mining plans of operations and stipulations for oil and gas lease development are also developed.

The BLM's policy is to complete wilderness area management plans within 2 years of wilderness area designation. However, if a large number of wilderness areas in a State are designated in the same year, completion of management plans is staggered over 5 years to accommodate the large workload. Between 1978 and 1988, 17 wilderness area management plans were initiated in 6 states, and all of these plans were completed by 1991. Another 8 BLM wilderness areas are included in management plans for adjacent Forest Service wilderness areas. The effect of the Arizona Wilderness Act of 1990, which designated 38 additional wilderness areas in Arizona, is to require the preparation of approximately 38 new wilderness management plans by 1996. With funding in the Base program, BLM is proceeding on a 5-year schedule to complete these plans. At the Base level, BLM would initiate preparation of 10 new wilderness area management plans.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

Wilderness Area Patrol and Surveillance: All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only monthly surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses may require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring environmental indicators is done to detect changes in resource conditions so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

Wilderness Area Boundary Identification and Maps: Upon designation, wilderness areas require signing, and in some cases fencing, of boundaries. Cadastral surveys conducted by BLM are needed in some areas to identify the boundaries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps, as well as the adjacent nonwilderness Public Land and State or private lands is essential to effective management of the use of wilderness areas. This workload is a one-time need which should be completed within the first few years after wilderness designation.

Public Education: Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

Nonconforming Wilderness Uses and Other Resource Management: As defined in 43 CFR 8560, "nonconforming uses" of wilderness areas, such as maintenance of range improvements, development of pre-designation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly implemented, BLM personnel must identify multiple resource activities during the design and implementation of projects in wilderness areas and develop stipulations which protect wilderness values. Coordination with State and local governments and user groups is also required.

Wilderness designation also results in additional workload in other resource management programs due to requirements of the Wilderness Act, BLM's Wilderness Management Regulations (43 CFR 8560), and management prescriptions in each wilderness management plan. Examples of this additional workload includes conducting mining claim validity examinations; coordinating with grazing permittees regarding maintenance procedures for range improvements;

revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (such as prohibited use of motorized or mechanized equipment) and create a long-term workload, the cost of resource management activities in wilderness areas can be somewhat higher than prior to designation.

The Base program provides for wilderness management activities in 66 designated BLM wilderness areas, comprising 1,610,995 acres. For the 38 wilderness areas recently designated in Arizona, actions necessary to protect wilderness values, and to proceed on the 5-year schedule to complete wilderness management plans can be accomplished within the Base program.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM does the rehabilitation directly only if the responsible parties cannot be identified or located, or if they lack financial resources due to bankruptcy or cessation of business activities to repair the damages incurred. At the 1993 Base level, BLM could accomplish 18 resource protection or rehabilitation projects for wilderness areas or WSAs.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	10,637	11,937	+1,300
(FTE)	(178)	(195)	(+17)

The 1993 Estimate is an increase of \$1,300,000 and 17 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments are included in the workload accomplishment table that follows.

Management of Anticipated New Wilderness Areas (+\$1,300,000 and +17 FTE)

Congress is presently considering several bills which would address Statewide wilderness proposals for Public Land. For example, wilderness bills for New Mexico and California are forecasted to be enacted into law during 1993. It is anticipated that bills, when enacted, would designate an estimated 85 to 100 new wilderness areas, containing 2,750,000 to 3,250,000 acres. This would result in a significant increased workload for BLM involving boundary identification, increased surveillance, visitor and user management, preparation of maps and information for the public, and preparation of management plans.

The increase of \$1,000,000 and 17 FTE is needed to fund workloads associated with the identification of approximately 8,000 miles of new wilderness boundaries, increased surveillance and management for the estimated 85 new

wilderness units, and preparation of maps and information for users of Public Land in the new units. It would also fund the initiation of work on 10 additional new wilderness area management plans, and allow BLM to accomplish 2 additional resource protection/rehabilitation projects. In the event that the forecasted designations do not occur as anticipated, the increased funds would be used to accelerate the preparation of wilderness management plans in progress in Arizona, and to intensify interim management and surveillance of wilderness study areas in California, Colorado, Idaho, Montana, New Mexico, Nevada, Oregon, Utah and Wyoming.

Castle Peak, California
43,519 acres of
suitable wilderness
study area.



Wilderness Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Interim management (000s acres)	26,643	26,643	26,643	18,648	-7,995
Wilderness mgmt. plans (# plans initiated)	0	10	10	20	+10
Wilderness area management (# of areas)	66	66	66	151	+85
Resource protection/ rehabilitation (# projects)	12	22	18	20	+2

Distribution of change by object class

The object class detail for the proposed increase of \$1,300,000 and 17 FTE is as follows:

	FTE	Amount
Personnel compensation	+17	\$621,000
Personnel benefits		155,000
Travel and transportation of persons		48,000
Transportation of things		37,000
Rent, communications, and utilities		42,000
Printing and reproduction		110,000
Other services		85,000
Supplies and materials		131,000
Equipment		<u>71,000</u>
Total		<u>+\$1,300,000</u>



Wilderness study area
recommended as suitable
for wilderness
designation located at
Providence Mountains,
California

RECREATION RESOURCES MANAGEMENT

Objectives

The major objectives of the Recreation Resources Management program are to:

- o Support the President's *America the Beautiful* initiative and the Secretary's *"Enjoy Outdoors America"* initiative;
- o Ensure the continued availability of the Public Land and related waters for a diversity of resource-dependent outdoor recreation opportunities within the context of multiple use;
- o Protect biological diversity and sensitive natural resource values through limiting or allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- o Provide a variety of public recreation opportunities and experiences through visitor information, interpretation, protection, and on-the-ground presence where appropriate and reasonable;
- o Provide active management and operate facilities for intensive recreational uses to protect the health and safety of the user, to reduce conflicts among users, and to minimize resource damage;
- o Provide an appropriate level of visitor management and assistance, including support for law enforcement rangers, so that visitors will be informed, and behave in a responsible manner, while maintaining the intrinsic values of the Public Land and related waters as a place to explore and enjoy safely;
- o Assure that recreational users assume a share of the cost of recreation facility maintenance and resource protection by establishing and collecting equitable fees at appropriate facilities and for certain recreation-related uses of the Public Land;
- o Facilitate private sector use of public recreation resources, provide revenues to the Federal government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the Public Land;
- o Expand and strengthen partnerships with other Federal, State, and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Land, and to maintain cooperative relationships with national, State and local tourism entities to enhance local economies through tourism; and
- o Enhance opportunities for pleasure driving associated with the scenic, cultural, and natural resources of the Public Land through expansion of the Back Country Byways initiative, a component of the National Scenic Byways program.

Base Program

Base funding for the recreation resources management program is \$25,275,000 and 391 FTE.

The Public Land offers recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally

recognized resources managed by the BLM include 32 National Wild and Scenic Rivers; 22 National Recreation, Scenic, and Historic Trails; 7 National Conservation Areas; 2 National Scenic Areas; 44 Back Country Byways; and one National Recreation Area (White Mountains National Recreation Area, Alaska).

The BLM also manages 673 developed and 3,575 undeveloped recreation sites; 3,888 miles of interpretive, hiking, and equestrian trails; 487 boating access points; 16 concession operations; 4,138,000 acres of lakes and reservoirs; and 30 visitor information facilities (including 8 major visitor centers plus 22 field contact stations and cooperative exhibit centers).

In addition, there are 309 special recreation management areas which require intensive management, 115 established natural areas, 897 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Land also provides many extensive, non-facility oriented recreational use opportunities, such as hunting, fishing, sightseeing and hiking.

America the Beautiful Initiative and BLM's Recreation 2000

The President's *America the Beautiful* initiative is a major effort to expand, protect, and preserve America's treasury of national parks, wildlife refuges, forests and Public Land and to greatly enhance the access of all Americans to the Public Land and the recreational opportunities which are available there. BLM's recreation resources management program, as guided by *Recreation 2000: a Strategic Plan*, is a part of this *America the Beautiful* initiative.

The Public Land has the greatest potential of all lands managed by the Federal government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreages of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple-use mission.

The *Recreation 2000* plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others into the next decade.

Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in the *Recreation 2000* strategy, the BLM has prepared a Bureauwide implementation plan which contains 100 action items and a schedule to meet the eight *Recreation 2000* challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to visitors. In 1989, the BLM prepared national and State level implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas.

Management of Special Recreation Areas

The BLM is mandated by the Federal Land Policy and Management Act (FLPMA) to manage the Public Land for a diversity of opportunities and sustainable development as opposed to single, short-term use. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Land, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), Natural Recreational Areas, or Wild, Scenic and Recreational (WSR) Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Scenic Areas, National Natural Landmarks, or Special Recreation Management Areas (SRMAs). Within the 1993 Base program, BLM focuses most of its activities on identified SRMAs and nationally designated areas, where the more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities.

Intensively used special management areas often satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.



The outstanding character of recreation opportunities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels require the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas often satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

National Conservation Areas (NCAs), a designation unique to BLM lands, receive more intensive management than other multiple-use lands, with a focus on recreation values and conservation of their natural and cultural resources. Many other uses, which are consistent with the management objectives for the area, are allowed in NCAs. Other similar special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, and the East Mohave and Santa Rosa Mountains National Scenic Areas in California.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive

resource management and protection of the critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The 1993 Base program continues the current level of recreation management funding for the NCAs which are the El Malpais NCA in New Mexico, the California Desert Conservation Area and the King Range NCA in California, the San Pedro Riparian NCA and Gila Box Riparian NCA in Arizona, the Red Rock Canyon NCA in Nevada, and the Steese NCA in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in recently designated Gila Box National Riparian Conservation Area and the reduction of resource conflicts and unauthorized uses in the California Desert Conservation Area.

The recreation program will help the BLM maintain biological diversity on the Public Land. Biological diversity or biodiversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and variety of ecosystems found in the natural world. Management approaches which enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social value and economic products derived from these natural communities.

Since an important component of the recreation resources management program involves providing on-the-ground management presence, the BLM has visitor service specialists, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Recent legislation has placed an emphasis on inventory and evaluation to identify and manage potential wild, scenic, and recreational rivers and significant cave resources on the Public Land.

Wild, Scenic and Recreational (WSR) Rivers: BLM actions for potential WSR rivers, involve the following steps: 1) inventory to identify potentially eligible segments; 2) determine eligibility based on the criteria established by the Wild and Scenic River Act of 1968; 3) tentatively classify each segment as either wild, scenic or recreational so identified values can be protected; 4) determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and develop recommendations through the BLM's Resource Management Plan (RMP)/Environmental Impact Statement (EIS) process; 5) prepare legislative reports and transmittal documents; 6) designation and final classification by Congress as wild, scenic or recreational; 7) prepare activity plan and determine final boundary; and, 8) implement activity plans.

The inventory and evaluation of potentially eligible WSR river segments (i.e., steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the resource management planning process. Potential river segments and associated issues are identified by BLM resource professionals along with public involvement. Criteria for each river value category are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least one outstandingly remarkable scenic, geologic, fish, wildlife, recreational, cultural, historical, or similar resource value.

Within the 1993 Base program, the BLM will continue inventory and evaluation (steps 1 through 4 of the process as described above) for approximately 15 potentially eligible WSR river segments. This work will be accomplished as part of the BLM resource management planning process and in conjunction with the RMP schedule.

Cave Resources: As required under the *Federal Cave Resource Protection Act of 1988*, the BLM also conducts inventory and evaluation of significant cave resources located on the Public Land. This process includes consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resources values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (e.g., mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and protection as a basis for activity plan preparation. Based on inventory work to be completed in 1992, a number of caves on BLM-managed lands are being identified and recorded (e.g. the Carlsbad Caverns in New Mexico and the Lahontan Cave in Wyoming).

Planning and Plan Implementation

The Base program level includes approximately \$4,200,000 or about 17 percent of the total program, for Recreation Management Activity Planning. Activity planning for recreation resources is conducted at two levels; 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMPs. Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will continue to shift emphasis within the 1993 Base from the preparation of recreation area management plans to the preparation of project plans, and implementation of existing approved plans (i.e, resource protection and visitor management). This shift will help to meet the goals and objectives of *Recreation 2000*. Priority for project plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as guided in the State level Implementation Plans. At the Base level, BLM would prepare 152 new activity plans for recreation resources management or project areas, including caves. Preparation of management plans for cave resources will be initiated for approximately 25 caves, primarily in New Mexico and Wyoming, which have been identified in approved RMPs.

In addition, the 1993 Base program covers continuing implementation of 17 Wild and Scenic River management plans for BLM administered portions of rivers in Oregon which were added to the National Wild and Scenic River System in late 1988.

Permit Management

Approximately \$2,150,000, or 8.5 percent, of the Base program is planned for permit management. Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such

as promoters of large off-highway-vehicle (OHV) events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), OHV and competitive events (e.g., all terrain vehicle race and the Iditarod Dog Sled Race), as well as individual recreation use (e.g., camping and long-term visitor areas). These recreational opportunities provide substantial financial contribution to the local economies. For example, the "Parker 400" OHV race generates approximately \$2 million to Yuma, AZ, annually; and the "Mint 400" OHV race generates over \$5 million to the Las Vegas, NV area. At the Base level, BLM will issue some 13,000 special recreation permits.

Permit management is a critical workload because the accompanying monitoring and compliance activities provide BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of recreation service partners (commercial operators); otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Visitor Services

Approximately \$11,200,000, or 44 percent, of the 1993 Base is planned for visitor services. A variety of visitor services are performed by BLM personnel and volunteers to ensure that visitors to the Public Land areas have a safe, enjoyable experience. Included are the following functions: 1) information and interpretive services; 2) emergency assistance; and 3) visitor protection and supervision.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs and formal interpretive/education programs. Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications.

Visitor protection and supervision includes protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other authorized users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate and, where necessary, on enforcing laws and regulations by BLM Rangers who have delegated law enforcement powers.

The Base program provides a large portion of the funding for BLM Law Enforcement Ranger patrols. As multi-resource specialists, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, to increase user safety, and to provide an authoritative and informative presence on the Public Land.

Resource Protection

Approximately \$2,650,000, or 10.5 percent, of the 1993 Base program is planned for Resource Protection. This portion of the program is directed toward preventing degradation or damage to resources from recreation-oriented activities. Interim protection and plan implementation can require resource protection projects, such as the installation of barriers, fences, use control

signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installing devices to prevent overuse of sensitive vegetative areas or wildlife habitats, and landscaping treatments. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities by adding stipulations to leases and permits. At the Base level, BLM can accomplish 307 resource protection projects for recreation resources.

A major portion of BLM recreation resource protection projects involve OHV use and water-based recreation. The designation of a WSR river usually results in increased use as outfitters conduct river-running trips and the general public becomes more aware of the river recreational opportunities. Additional resource protection projects may be needed to avoid the problem of water pollution, soil erosion, littering and solid waste problems, and impacts of illegal camping on sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource rehabilitation costs.

The OHV designation process may also result in the need for resource protection projects. This process starts with the identification of three types of OHV areas (i.e., open, closed or limited to OHV use) in the planning process. With public user input, BLM specialists determine which roads and trails may be used by OHV's and what closures or restrictions are needed. Maps and brochures are prepared to inform the public of these designation. Implementation of OHV designations requires posting signs and constructing fences and other barriers to prevent and control use. Some roads and trails may also be rehabilitated to prevent unauthorized use and correct past damage from OHV use.

Improved Management through Partnerships and Volunteers

The BLM continues to encourage partnership arrangements to assist in management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been successfully developed with such groups as historical societies; OHV clubs; caving, hiking, and rockhounding groups; hunting and fishing clubs; ranchers; conservation organizations; whitewater boaters; State, local, and other Federal agencies; and private sector users (such as guides and outfitters).

The BLM initiated a challenge cost-share program in the recreation resources management program in 1989. Within the 1993 Base program, the BLM will continue to devote \$500,000 to the recreation challenge cost-share program to accomplish additional on-the-ground projects. The BLM expects to receive matching funds, labor, and materials from recreation user groups, civic organizations, businesses, and local public agencies to improve management of recreation resources and facilities. The BLM also plans to continue partnerships at the national level and implement initiatives such as Tread Lightly, Back Country Byways, Recreational Fishing, and Watchable Wildlife. These programs will provide the impetus for specific resource management efforts at the State and local level.

Encouraging partnership arrangements to assist in management of recreation resources: building a trail.



The BLM uses volunteers extensively in this program to record archaeological sites, maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and contact stations, and doing statistical and data entry. In 1990, 6,300 volunteers contributed approximately 400,400 workhours valued at \$3,298,000 to the BLM recreation program. The 1993 Base program continues to include \$560,000 to support use of BLM volunteers in the recreation management program by providing training, supervision and reimbursement of allowable volunteer expenses.

Back Country Byways

BLM is one of two Federal agencies that currently designates certain roads as part of the National Scenic Byways program. The Back Country Byways initiative supports the President's *America the Beautiful* initiative, the Secretary's Outdoor Recreation initiative, and the Director's *Recreation 2000* strategy. These complementary initiatives are designed to expand public access to the Public Land for recreation purposes. Back Country Byways place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the Public Land.

The goals of the Back Country Byways system are to meet public demand for pleasure driving; to facilitate partnerships among recreation groups and government agencies; to help contribute to local economies; and to increase awareness of the values of the Public Land. The BLM Back Country Byways are roads or trails off the beaten track, and range from paved, all-weather roads suitable for normally equipped passenger cars to single-track trails suitable only for dirt bike, mountain bike, snowmobile, or all-terrain vehicle use.

There are currently 44 Back Country Byways totaling about 2,060 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the Back Country Byways. Additional partnerships on a State and local level have provided significant support for the program.

In the 1993 base, \$200,000 is planned to be used to continue the Back Country Byways program. The Back Country Byways program will emphasize the designation of new Byways along with the development of wayside exhibits, maps, self-guided tours, parking and other measures to continue expansion and emphasis on quality experiences for visitors to the Public Land.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	25,275	25,070	-205
(FTE)	(391)	(389)	(-2)

The 1993 Estimate is a decrease of \$205,000 and 2 FTE. The 1993 Estimate level reflects the absorption of 50 percent of the 1992/1993 pay raise. The effect of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishments table that follows.

The decrease of \$205,000 will be accomplished by deferring some lower priority inventory work, deferring development of 20 new recreation area management plans and project plans for lower priority recreation management areas and deferring 25 lower priority resource protection projects. Areas which are less intensively used and those with less risk of resource damage would be considered lower priority. Resource Protection projects that pose no immediate threat to public health and safety would be deferred along with Recreation Area Management Plans for extensive areas and currently undeveloped areas.

Recreation Resource Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000 acres)	2,247	3,300	3,300	3,000	-300
Activity plans (# plans)	134	152	152	132	-20
Permitting (# permits issued)	12,958	13,000	13,000	13,000	---
Resource protection (# projects)	712	307	307	282	-25

Distribution of change by object class

The object class detail for the proposed decrease of \$205,000 and -2 FTE is as follows:

	FTE	Amount
Personnel compensation	-2	\$73,000
Personnel benefits		18,000
Travel and transportation of persons		14,000
Transportation of things		12,000
Rent, communications, and utilities		4,000
Printing and reproduction		19,000
Other services		15,000
Supplies and materials		36,000
Equipment		<u>14,000</u>
Total		-\$205,000

Justification of Program and Performance

Activity: Renewable Resources Management
 Subactivity: Recreation Operations (Fees)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	1,382 (26)	1,405 (26)	1,450 (26)	+68 (---)	+45 (---)

Authorization

16 U.S.C. 4601-6a(i) The *Land and Water Conservation Act of 1966*, as amended, provides for the establishment of a special receipt account in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

Objectives

The major objectives of the recreation operations program are to:

- o Support the Presidential initiative *America the Beautiful* including *Legacy 99*;
- o Enhance fee collection capability to support management of recreation facilities, fee-generating recreation uses and maintenance of those facilities that generate fees;
- o Maintain grounds and facilities in fee areas with emphasis on protecting the health and safety of the user; protecting the government's investment, and improving the collection of fees;
- o Monitor special recreation permits and special use permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions;
- o Implement resource protection projects associated with fee sites and special recreation permit use areas.

Base Program

The Base program level for the Recreation Operations program is \$1,405,000 and 26 FTE. The funding for this program is derived from the fees collected for recreation use of the Public Land under the BLM's Recreation Use Permit and Special Recreation Permit programs.

The Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) amended the Land and Water Conservation Fund (LWCF) Act of 1965 to allow recreation use fees previously deposited into the LWCF or the General Fund to be deposited into a special account established for each agency in the Treasury of the United

States. The funds deposited in this special account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1990, the BLM's recreation fee collections from almost 77,500 Recreation Use Permits for camping and other uses at developed facilities and from 10,000 Special Recreation Permits totalled approximately \$1,329,000. Collections in 1991 were \$1,537,000 from fees and permits. The 1993 level of appropriation will be derived from the receipts collected in 1992 which are expected to total \$1,450,000. The 1993 program level is based on plans to collect fees at an additional 10 existing developed recreation sites in 1992, as well as the expected continued increase in the number of permits issued.

Approximately half of the Base program will be used to support management of recreation facilities and fee-generating recreation uses, and the other half will be used to maintain the facilities which generate fees and for resource protection projects. Consequently, this program supports both the *America the Beautiful* initiative and the Secretary's *Legacy 99* initiative to improve the Department of the Interior's facilities.

Specifically, the recreation operations program consists of the following activities:

Permitting

Many Public Land recreational opportunities are made available to the public by issuing permits for which a fee is paid. The BLM issues special recreation permits for several types of recreation activities, such as commercial river use; backcountry outfitting and guide services for hunting, fishing, and backpacking; off-highway vehicle races and other competitive events such as the Iditarod Dog Sled Race. Recreation use permits are also issued for individual recreational camping in BLM campgrounds which meet minimum criteria under the Land and Water Conservation Fund for fee collection, and for use of long-term visitor areas in the desert southwest.



Off-highway vehicle
competitive event

Resource Protection

After a permit is issued, the BLM monitors the authorized activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provides the BLM with the capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and to prevent damage to natural and cultural resources, as well as to ensure adequate fee collection from special recreation activities.

Development of resource protection projects prevents degradation or damage to resources from the recreation activities associated with the permit program. BLM prepares and implements project plans for resource protection projects, involving actions such as the installation of barriers, fences, use control signs, and interpretive signs.

Visitor Services

The BLM contacts visitors to the Public Land involved in activities authorized by permits and at recreation fee facilities to ensure that they have a safe recreational experience and are aware of and able to handle the rigors of most Public Land recreational experiences. Visitor assistance includes providing the visitor with information about recreation opportunities on the Public Land, emergency assistance, visitor protection and use supervision. Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs, and formal interpretive and education programs. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate, and on enforcing applicable laws and regulations when necessary, through the use of BLM law enforcement rangers.

Aravaipa Canyon, Arizona
where fees are collected



Recreation Site Operations and Fee Collection Activities

The BLM operates 101 recreational facility sites at which fees are collected. Site operations include collecting fees, and contacting visitors to ensure compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively to act as campground hosts, collect fees, and do some basic maintenance at many of the sites. Volunteers who collect fees are covered by a Bureauwide bond to protect the Government's

revenue and make it possible to use volunteers to collect fees. The fee structure at each site is evaluated annually to determine if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Recreation Facility Maintenance

This function involves both scheduled and corrective maintenance at BLM fee-generating sites, including maintenance of buildings, shelters, water supply systems, fences, grounds, parking areas, etc. Maintenance activities include repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-operating facilities, and collecting trash.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	1,405	1,450	+45
(FTE)	(26)	(26)	(---)

The 1993 Estimate is an increase of \$45,000. The entire increase supports the President's *America the Beautiful* and the *Legacy 99* initiatives to enhance public access to recreation opportunities on the Public Land and to improve the condition of public facilities.

The 1993 increase of \$45,000 will be used to support recreation operations, fee collections, and facilities maintenance. These activities involve site monitoring and trash collecting; and improving the health, sanitation and safety of the sites through enhanced maintenance. The increase will also be used to provide monitoring where there is higher visitor use during the heavy use season, and to accomplish 3 additional resource protection projects at fee-generating facility sites.

Recreation Operations Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and 1993 Estimate funding levels are as follows:

	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
<u>Workload Measure</u>					
Resource Protection (# projects)	47	50	50	53	+3

Distribution of change by object class

The object class detail for the proposed increase of \$45,000 is as follows:

	FTE	Amount
Transportation of things		\$6,000
Other services		24,000
Supplies and materials		15,000
Total		+\$45,000

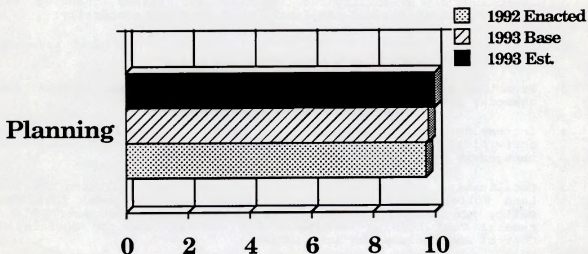
Activity Summary

Activity: Resource Management Planning

(dollars in thousands)

	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Resource Management Planning	9,451	9,705	9,865	10,055	+350	+190

RESOURCE MANAGEMENT PLANNING Dollars in Millions



Justification of Program and Performance

Activity: Resource Management Planning
Subactivity: Resource Management Planning

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	9,705	9,865	10,055	+350	+190
(FTE)	(162)	(162)	(165)	(+3)	(+3)

Authorization

- 43 U.S.C. 1712 The *Federal Land Policy and Management Act of 1976* requires land-use planning for management of all the Public Land administered by BLM.
- 42 U.S.C. 4321 *et seq.* The *National Environmental Policy Act of 1969* requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

Resource management plans guide BLM land use and resource management decisions for the Public Land by:

- o Improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;
- o Enhancing the ability of BLM managers to resolve natural resource and land use issues affecting the Public Land;
- o Promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- o Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in resource management planning and Public Land management; and
- o Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

Base Program

The 1993 Base level for the resource management planning program is \$9,865,000 and 162 FTE. This level of funding provides for the preparation, approval, and revision of resource management plans (RMPs); plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and tribal government officials, and the public.

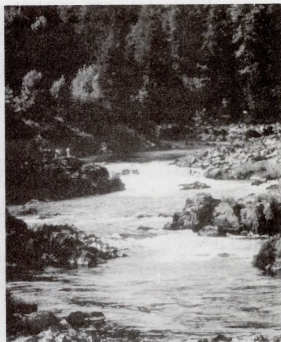
The base program also funds carrying out the general, non-planning related NEPA program management responsibilities that are not directly attributable to a specific project or other program. Examples of this workload are: review of other agency environmental documents, serving as a team member in other agency's environmental document preparation, and conducting training of BLM personnel to implement NEPA.

A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans prepared according to FLPMA standards but not under the current planning regulations, comprises the existing base of BLM land use plans. This base of land use plans covers approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations. RMPs allocate resources located on the Public Land among competing needs and uses, and contain appropriate multiple-use management prescriptions.

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in these regulations. The regulations also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of approved plans.

WILD & SCENIC RIVERS

Determination of Eligibility of
Free Flowing Rivers is an example
of a decision made in BLM's
Resource Management Plans



BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, State and local governments, and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities.

New land use proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. Also, new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning work falls within three general categories and includes the interrelated actions described below:

- o **Preplanning:** Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).
- o **Plan Preparation:** Execution of the 9 prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.
- o **Plan monitoring and maintenance:** Involves tasks such as the following:
 - Developing priorities for and scheduling implementation actions.
 - Determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for amendment of a plan.
 - Monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.
 - Maintaining the viability of current plans to ensure their continued utility and effectiveness.
 - Coordinating management actions to ensure consistency with other involved Federal agencies, and local, State and tribal governments plans.
 - Ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

In response to various reports by GAO and the National Academy of Science, and internal program evaluations, the BLM is taking positive steps to ensure timely completion of needed RMPs. The first step being taken is a review of the BLM's planning system to develop an operational strategy for planning for the 1990's. Key components of the review concern strategies for prioritizing new RMP starts, plan standards, and schedules for increasing maintenance and monitoring of existing plans, and internal funding allocation alternatives. Other items under review concern the scope of plans, protest procedures, and other facets of the planning system that may help to increase efficiency.

The 1993 program contains a major shift in emphasis. Due to a trend of continuing higher than anticipated costs of RMP preparation, planning program funds will be redirected internally from continuing to start new RMPs each year to completing more of the present number of RMPs already in progress. At the end of 1991, 37 RMPs were being prepared while a total of 68 RMPs had been completed and approved. In 1992, preparation of an additional 4 RMPs will be started, bringing the total number of RMPs under preparation to 41. In addition, 12 RMPs will be completed in 1992, bringing the total number of completed RMPs to 80 by the end of 1992. In 1993, new RMP starts have been reduced to zero, thus resulting in 29 RMPs in progress with a total of 12 being finished in 1993 at the Base level. By the end of 1993, BLM should have 92 completed RMPs at the Base level of funding and have 17 more RMPs under preparation.

By reducing the number of new planning starts, the BLM can continue to shift emphasis and funding available from new RMP preparation to plan monitoring and maintenance. BLM can make this shift because of both the progress made on meeting the scheduled mandates which drove the earlier planning efforts, and the growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current. The Base program includes an increase of 6 plans monitored in 1993.

Over time, the number of RMPs will increase and MFPs decrease, as RMPs are completed. Since RMPs are more complex and detailed than older MFPs, the cost of maintenance on a per unit basis is higher.

In addition to the above described work that will be accomplished at the 1993 base level, significant effort will be expended in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	9,865	10,055	+190
(FTE)	(162)	(165)	(+3)

The 1993 Estimate is an increase of \$190,000 and 3 FTE. The 1993 Estimate level represents absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on the program accomplishments is depicted in the workload accomplishment table that follows.

At the 1993 Estimate level, no new RMPs will be started. Of the total increase, \$100,000 will be used to accelerate work on plans in progress and complete one (1) additional RMP in progress. Thus, by the end of 1993, BLM will have completed 93 RMPs and have 16 more RMPs under preparation.

The remainder of the increase (\$90,000) will be used to maintain and monitor the increasing number of completed plans. This will enable BLM to ensure that land use plans are kept current, so that they will continue to serve as the basis for land use decisions and resource allocations. During 1993, BLM will be monitoring 80 RMPs.

Resource Management Planning Workload Accomplishments

The planned workload accomplishments for 1991, 1992 President's Budget, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Preplanning efforts (number completed)	8	4	---	---	---
Resource mgmt. plans (number completed)	6	12	12	13	+1
Plans monitored (number)	51	57	63	80	+17

Distribution of change by object class

The object class detail for the proposed increase of \$190,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	+3	\$110,000
Personnel benefits		28,000
Travel and transportation of persons		16,000
Transportation of things		5,000
Printing and reproduction		16,000
Other services		4,000
Supplies and materials		5,000
Equipment		6,000
Total		+\$190,000

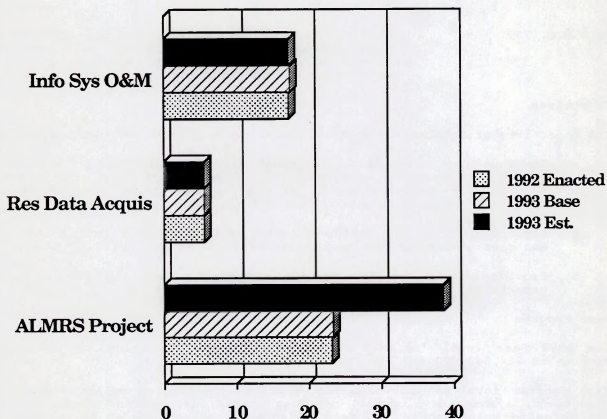
Activity Summary

Activity: Information and Resource Data Management

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Info. Systems Oper. and Mgmt.	17,163	17,319	17,543	17,203	-116	-340
Resource Data Acq. and Mgmt.	5,957	5,525	5,584	5,514	-11	-70
ALMRS Project	19,895	23,204	23,385	38,500	+15,296	+15,115
Total	43,015	46,048	46,512	61,217	+15,169	+14,705

INFORMATION & RESOURCE DATA MANAGEMENT Dollars in Millions



Justification of Program and Performance

Activity: Information and Resource Data Management
 Subactivity: Information Systems Operation and Management

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	17,319 (240)	17,543 (240)	17,203 (240)	-116 (---)	-340 (---)

Authorization

- 43 U.S.C. 1711, 1731 The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for the management of the Public Land through the BLM.
- 44 U.S.C. 3501-3520 The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.
- 40 U.S.C. 759 The *Computer Security Act of 1987* requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

Objectives

The objectives of Information Systems Operation and Management program are to:

- o Continue to support implementation of the BLM's automation, information resource management and modernization (AIM) initiative to provide for cost-effective, efficient, and fully integrated data management systems to support all BLM programs;
- o Explore methods for making existing automated data processing (ADP) and data communications operations more effective; and
- o Provide appropriate ADP systems support to meet BLM program action priorities.

Base Program

The 1993 Base level for the Information Systems Operation and management program is \$17,543,000 and 240 FTE.

This program involves providing BLM with the ADP system design and program management, systems development, computer operations, current system software and hardware maintenance, and data telecommunications needed to support BLM natural resource programs and administrative systems operations.

Automated Data Processing

ADP plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

At present, there are two dozen or more automated systems operating on main frame hardware within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), Lease Management System (LMS), and the Automated Inspection and Reporting System (AIRS); the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, and Automated Property System. Other systems which operate on decentralized equipment include the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, the BLM Maintenance Management System, and the Mining Claim Recordation (MCR) System which records mining claims on the Public Land.

Under ADP, the following functions are performed:

- o Operation, maintenance, and management of ADP equipment and software;
- o Development, testing, and implementation of new ADP systems;
- o Acquisition and installation of appropriate kinds and sizes of ADP and data communications equipment in BLM field offices, and operation, maintenance, and management of central site configurations and state office minicomputers;
- o Screening and control of new system proposals to ensure that they support BLM missions as specified by on-the-ground users and managers, and that proposals are coordinated to result in uniform Bureauwide applications; and
- o Technical assistance to system users.

BLM's current equipment configuration consists of a Honeywell DPS-8000 system at the BLM Service Center. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6 Plus minicomputer for general ADP work and with Prime minicomputers used to support Geographic Information Technology (GIS) applications. GIS capabilities to analyze and display alternative land use options, for example, greatly facilitate the development of resource management plans (RMP's). The applications currently operating on the Honeywell equipment will be re-hosted to the ALMRS/Modernization platform and operating environment as part of the administrative system component of the ALMRS/Modernization contract.

Microcomputers (or personal computers) are being used extensively by BLM because of their increased technological and software capability. Many applications, once restricted to large scale main frame computers, can now be more efficiently and economically performed on the microcomputer. The number of microcomputers being used in BLM is expected to exceed 5,500 by 1993.

The Service Center has an organization to provide a full range of ADP and IRM support services, and each State Office and several District and Resource Area offices have small ADP staffs to operate their IRM equipment, develop ADP

system applications to meet local needs, and provide technical assistance and support to the field office resource personnel.

Project Development and Management/"AIM" Process

BLM emphasizes use of the "Life Cycle Management" process to manage the development of "Automation/Information resources management/Modernization" (AIM) projects. Each system, from initiation to eventual termination, is managed on a project basis to ensure that it meets a fully specified BLM program objective or management need, is cost effective, and continues to meet user requirements throughout its lifetime. To accomplish this, each project is managed with a clear set of responsibilities assigned to the individuals responsible for project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives.

ALMRS/Modernization

BLM initiated an automation modernization project in 1985 to determine its ADP requirements for the decade of the 1990's. The goal is to provide a modern, cost effective, and efficient configuration of software, hardware, and data communications to meet BLM's ADP requirements for the 1990's. Many of these needs would also support the operation of ALMRS. In order to ensure integrated operating system software and hardware in BLM ADP operations, the ALMRS/Modernization Request for Proposal (RFP) includes a provision for the contractor to "re-host" selected effective administrative systems, including resource management administrative systems, currently operating on the Honeywell equipment to the new target system platform. BLM issued the ALMRS/Modernization RFP in 1991. Contract award is scheduled to take place late in 1992. Re-hosting of the administrative systems component and implementation of it Bureauwide will take 2 years and is scheduled to be completed in 1994.

Eastern States Records Preservation

Included within the 1993 Base level is \$1,500,000 to continue the ongoing project to protect and preserve the land records located in BLM's Eastern States Office. These documents are the record of the conveyances of public domain lands from Federal to private and state ownership in 13 eastern States since the late 1780's. These records include 9,386 volumes of General Land Office tract books, copies of 4.5 million patents which were issued to transfer land title from the Federal Government, 30,000 cadastral survey plats, and 1,750 volumes of accompanying cadastral survey field notes. The current manual records system has been in use for nearly 200 years and most of the documents are at least 100 years old. Many of the records are of historical significance as well as essential for providing information needed for current management activities. Age and continued heavy use by both BLM and the public have led to a continuing deterioration of these valuable land records.

The original patent given to the individual to whom the land was conveyed is the best record of conveyance. However, when that record has been lost or destroyed, the records at the Eastern States Office can be used to establish the conveyance of title out of Federal ownership. This is particularly

important in many chain of title cases in the southern States where county courthouses were destroyed during the Civil War and the antebellum local land records were lost.

To preserve these documents, BLM is having them scanned onto optical disks and is also having an automated index developed to enable users to locate desired documents easily and more quickly. BLM will have scanned 1.3 million land patent documents covering 10 eastern States into the system by the end of 1992.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	17,543	17,203	-340
(FTE)	(240)	(240)	(---)

The 1993 Estimate is a decrease of \$340,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption will reduce some program capability and require the reduction of some support services.

A reduction of \$140,000 will be achieved by gaining efficiencies in data communications costs made possible by efficiencies anticipated from the use of data telecommunications aspects of FTS-2000. Also, about \$200,000 of the decrease will be accomplished by eliminating the purchase and installation of some new ADP support equipment because of anticipated efficiencies to be gained from beginning to implement the administrative systems component of the ALMRS/Modernization target system in 1993.

Distribution of change by object class

The object class detail for the proposed decrease of \$340,000 is as follows:

	FTE	Amount
Transportation of things		\$ 15,000
Rents, communication, utilities		140,000
Other services		115,000
Supplies and materials		25,000
Equipment		<u>45,000</u>
Total		-340,000

Justification of Program and Performance

Activity: Information and Resource Data Management
Subactivity: Resource Data Acquisition and Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	5,525 (85)	5,584 (85)	5,514 (85)	-11 (--)	-70 (--)

Authorization

43 U.S.C. 1711, 1731

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Land and resources and other uses on a continuing basis, and provides for management of the Public Land through the BLM.

44 U.S.C. 3501-3520

The *Paperwork Reduction Act of 1980* provides national federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

Objectives

The objectives of the Resource Data Acquisition and Management subactivity are to:

- o Improve resource management decision making by automating certain essential resource data themes;
- o Utilize geographic information technology to support BLM energy, minerals, lands, renewable resource, and resource management planning programs;
- o Develop BLM data standards and coordinate with other agencies on data standards and exchange to support BLM's ADP modernization effort;
- o Provide a process for uniform and consistent data administration throughout the BLM;
- o Process data using established remote sensing techniques to support BLM field operations; and
- o Produce accurate maps necessary for resource management.

Base program

The 1993 Base level for the resource data acquisition and management subactivity is \$5,584,000 and 85 FTE.

Under resource data acquisition and management, support is provided for the use of existing technology to automate certain BLM resource and physical data.

The costs of actual applications of the technology to resource issues are funded by the benefitting subactivities. In addition, the closely related fields of photogrammetry and mapping are included to produce maps and data necessary for resource management activities.

Data Administration

BLM has concluded that a Bureauwide data administration effort is critical to the success of its automation and ADP modernization efforts. The experiences learned by BLM in prototyping automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function are as follows:

- o determining what data are needed to make multiple use decisions;
- o defining the meaning of individual data elements and establishing standards for data automation;
- o deciding what data should be automated;
- o scheduling when the data should be automated;
- o determining what levels of quality/accuracy are acceptable;
- o determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies; and
- o establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land multiple-use resource decisions.

An effective, operating data administration function provides a clear management and oversight mechanism to synchronize the development of automated technology, with the quality of the data to be automated and utilized in the BLM. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its ADP systems and the subsequent use of that data in making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM will not overlap each other and are appropriately planned and coordinated.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review and updating to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is increasingly using ARD with existing Geographic Information Systems (GIS) technology to help resource managers make better-informed decisions in a more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money, and in increasing the accuracy of data and in improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either natural or humanly made, can be designated spatially (i.e. with attributes that allow the display of data in a map-like output) in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection

systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid geographically to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization.

Prototyping of records data manipulation has shown that automated land status data, such as ownership, leases, and withdrawals, can be combined and displayed spatially with data on resource values for a parcel of land. Consequently, in the future, data from the Automated Land and Mineral Records System (ALMRS) could be used with automated resource data combined into a GIS application to enhance land and resource management analysis. It will be possible to mutually reference geographic data among the BLM's data bases by using the Cadastral Survey Geographic Coordinate Data Base as a common structure.

Acquisition of Automated Resource Data

Automated resource data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional data are obtained from the U.S. Geological Survey's (USGS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base mapping data such as transportation, hydrography (streams and water bodies), political boundaries, and the Public Land Survey System as digital line graph (DLG) files. BLM will produce DEM and DLG files to national mapping quality standards on areas where such files are unavailable from the USGS. These files are exchanged with the USGS and help the USGS accelerate its own efforts to complete the NDCDB.

Aerial photography and digital satellite imagery are obtained from the EROS Data Center. These remote sensing tools greatly reduce the costs of producing maps whether on paper or in a digital data base. BLM participates in the USGS's National High Altitude Aerial Photography Program at an annual cost of \$250,000.

BLM uses both conventional and high altitude aerial photography for many resource mapping and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for BLM's resource management mission. Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, realty actions, and cadastral surveys. BLM acquires and uses other aerial photographs for site-specific rangeland monitoring and riparian area analysis.

Digital Landsat data have been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the USGS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from base topographic maps produced by the USGS and display information necessary for BLM's management programs such as Public Land Survey System Data, land and mineral ownership data, topography, recreation, wildlife, wilderness, transportation, hydrography, and administrative boundaries. Information from base maps, together with other resource data such as recreation sites on the Public Land, can be combined in different ways to identify resource conflicts.

Traditionally, production of these maps involved drawing the applicable themes on mylar overlays and physically placing them over the base map which was then photographed and printed. With the aid of GIS technology, data themes can be digitized and electronically overlaid to produce a much wider range of maps for the desired applications.

BLM, in coordination with the USGS, uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for resource mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM uses photogrammetry to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating timber volumes, and mapping transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous waste site studies, land boundary changes affected by rivers and streams; the effects of livestock grazing; and to determine potential periods of trespass activity.

Decrease from 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	5,584	5,514	-70
(FTE)	(85)	(85)	(---)

The 1993 Estimate is a decrease of \$70,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption will reduce program capability. The proposed decrease is made possible by a reduction in ongoing enhancements to BLM's existing Geographic Information System Software which has reached the end of its life cycle.

Distribution of change by object class

The object class detail for the proposed decrease of \$70,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Other services		-\$70,000

Justification of Program and Performance

Activity: Information and Resource Data Management
 Subactivity: Automated Land and Mineral Records System Project (ALMRS)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	23,204 (315)	23,385 (315)	38,500 (315)	+15,296 (---)	+15,115 (---)

Authorization

43 U.S.C. 1711, 1731

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Land, resources and other uses on a continuing basis, the identification of the boundaries of the Public Land, and provides for management of the Public Land through the BLM.

44 U.S.C. 3501-3520

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

Objectives

The objective of the ALMRS/Modernization project is to automate the extensive Federal land and mineral records under BLM's custody, which are heavily used by the public, industry, State and local governments, other Federal agencies, and BLM itself for many purposes, onto a modern automated system which will support increasing demands for this information and allow data interchange with other automated applications.

The goal is to implement ALMRS Bureauwide by 1996 in order to:

- o Improve service to the public by expanding the usefulness and accessibility of the land and mineral records and status data;
- o Reduce the time involved in processing land and minerals casework by providing automated tools to assist adjudicators, program specialists and managers in performing this work;
- o Provide greater speed and flexibility in maintaining, updating and accessing minerals, lands, and resources ownership status records, Master Title Plats, and supporting records to support user requirements;
- o Provide an integrated modern system of computer hardware and software to meet BLM's basic automation needs of the 1990's by "re-hosting" selected administrative and program management applications with ALMRS onto a common automation architecture;

- o Preserve valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;
- o Provide capability for multiple user access to the records via automation, thereby increasing efficiency and usability of the records system; and
- o Link basic land status, ownership and official Cadastral Survey information with resource data systems via the Geographic Coordinate Data Base (GCDB) to facilitate identification of actual parcels and resources on the ground for planning and environmental analysis.

Base Program

The 1993 Base for the ALMRS/Modernization Project is \$23,385,000 and 315 FTE.

As part of the ALMRS/Modernization Project, the BLM is developing and implementing automated procedures for entering legal land descriptions, land and mineral ownership/use authorization status data, and a geographic coordinate data base for the land survey data into an automated records system. These cover land and mineral ownership data for more than 46,000 townships encompassing approximately one billion acres in which BLM has surface and/or subsurface management responsibilities for the Federal government.

The primary documents in the existing system are:

- o The Master Title Plat - A composite of the survey plats of a township (generally a 36 square mile area) on which current ownership and land status (availability, encumbrances, etc.) are cartographically described;
- o Historical Index - A chronological summary of all actions which affect or may affect title to, disposition of, or use of, land and resources within a township;
- o Serial Register Page - Chronological list of each use transaction (e.g., lease or permit) which has been requested or granted affecting a parcel of the Public Land; and
- o Patent Records - A record of the Government deeds (patents) which have been issued to convey legal title of public domain lands to another party (e.g., a person, company or State), with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

ALMRS provides for the logical progression from the existing labor-intensive, paper-copy format, manual records system developed beginning in 1955 to a modern, automated system. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties. ALMRS will replace an outdated, manual, paper copy system which is cumbersome to use and keep current, with a faster and more efficient system to support adjudication and management of land and mineral cases, and provide better land title and mineral records services, and land ownership information to the public.

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public.

Through the initial ALMRS work, BLM has already developed an interim on-line, automated case management system which is capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new land and mineral cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records. Also, the interim records processing software, using certain ALMRS data components and case data, has been developed and is being installed in Alaska and other BLM offices.

BLM is currently implementing a Software Improvement Plan to prepare for re-hosting selected program management and administrative systems to the common ALMRS/Modernization platform and operating environment. In most cases, the existing ADP applications to be re-hosted were initially designed many years ago to operate in the "batch" environment and on far slower, earlier generations of ADP technology. They have not been upgraded to utilize the newer ADP operating systems and faster hardware processing capabilities of modern ADP equipment. These systems continue to operate on BLM's existing Honeywell equipment which will be phased out by the end of 1994.

ALMRS/Modernization Project

To develop and implement ALMRS/Modernization, BLM utilizes the "Life Cycle" management approach which is consistent with Federal Information Processing Systems standards from the National Institute of Standards and Technology. System design and development is being accomplished by BLM with the assistance of a series of contractors. BLM also provides project management, determines user requirements and technical system requirements, develops and administers the necessary contracts for system design support. BLM works closely with the Department of the Interior and Office of Management and Budget to develop and monitor major project milestones to verify project progress.

To ensure that the ALMRS applications software can meet the BLM's land and mineral records and case processing functional requirements prior to incurring costs of Bureauwide implementation, BLM is developing an "ALMRS Core Prototype". The "ALMRS Core Prototype" will be completed, documented, and fully tested in early 1993, and the ALMRS/Modernization contractor will be provided with the prototype software to "re-engineer" in 1993 to operate on the new target system platform.

In order to ensure integrated system software and hardware in BLM ADP operations, the ALMRS/Modernization contract will also require the successful contractor to "re-host" the improved administrative and program management software to the target platform. This component of the ALMRS/Modernization project will provide capability to support certain automated program and administrative management services, such as property inventory, motor vehicle, training, and planning data; economic analysis; Wild Horse and Burro Data System, timber management inventory and sale data; receipts management, and interfaces to the Department-wide payroll, personnel and financial management systems.

In 1992, BLM will complete the documentation of the BLM-wide administrative systems which are required for the future as well as needed software improvement. The program software will be "re-hosted" to the target system platform in 1993 and 1994, but will perform essentially the same function as at present.

BLM issued the ALMRS/Modernization Request for Proposals (RFP) in 1991. Contract award is scheduled to take place in September, 1992. Initial target system deployment and re-hosting of administrative systems is scheduled to be completed in 1994. Bureauwide implementation of ALMRS/Modernization are scheduled to be completed in 1996.

ALMRS Data Automation

Collection and preparation of appropriate data for automation and use in ALMRS has been and continues to be underway. ALMRS data types include legal land description, land status, and geographic coordinate data. Legal land description data are the alpha-numeric descriptions of a parcel of land as defined by the Public Land Survey System. Land status data describe the bundle of property rights associated with each parcel of land. These characterizations include land surface and mineral ownership, leasing actions, easements granted, mining claims, and a number of other actions which affect the availability of a given tract of land or its resources for governmental or private use. BLM has conducted extensive data flow analysis and data modelling to ensure that the data in the system can be used to achieve the functionality required for records and case processing.

Geographic coordinate data match the property corners established by cadastral surveys under the Public Land Survey System of rectangular grids and subdivisions with the longitude, latitude, and elevation of points on the earth's surface. The Geographic Coordinate Data Base (GCDB) is necessary to provide graphic (spatial) data representations that will enable BLM to use ALMRS to produce master title plats, use plats, and other map graphics to display records data graphically and to relate them both to other data themes and to real points on the ground.

Collection of Legal Land Description data has been completed. Collection of land status data will be completed in 1992. Systematic collection and preparation of geographic coordinate data began in 1989 and is scheduled to be completed in 1997. Enough GCDB data, however, will be available by the end of 1994 to make it possible to implement ALMRS Bureauwide during 1995 and 1996. (Only some lower priority or highly complex smaller areas will not have been covered by GCDB by 1997.)

Experience gained in earlier pilot project and prototyping efforts conducted by BLM has shown that the most important and management intensive aspect of successful project implementation is in determining the applicable system data standards and building of the data base. The collected ALMRS data will be maintained and prepared for conversion to the BLM ALMRS/Modernization platform.

ALMRS/Modernization Project Implementation Schedule

Major milestones in the ALMRS/Modernization project implementation schedule are jointly developed with the Department of the Interior and the Office of Management and Budget. The current schedule is as follows:

Event	Date	Fiscal Year
Data Collection and Preparation Completion for:		
Legal Land Description	9/90	(FY 90)
Land Status	9/92	(FY 92)
Geographic Coordinate/Land Survey Data	12/96	(FY 97)
ALMRS Core Prototype Software Development		
Begin	1/91	(FY 91)
Complete	12/92	(FY 93)
ALMRS/Modernization Contract		
Issue RFP	5/22/91	(FY 91)
Award Contract	9/92	(FY 92)

Administrative Software Re-hosting
and initial system deployment

Begin	10/92	(FY 93)
Complete	9/94	(FY 94)

ALMRS Core Prototype Re-engineering
and ALMRS Implementation

Begin	12/93	(FY 94)
Complete	6/96	(FY 96)

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	23,385	38,500	+15,115
(FTE)	(315)	(315)	(---

The 1993 Estimate is an increase of \$15,115,000 over the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise.

After several years of internal work and analysis, which included identifying and collecting the data to be included in the ALMRS/Modernization system, developing a conceptual model of the system, and determining the functional requirements for hardware, software, and support needs, the Project will now move into the initial implementation phase.

The ALMRS/Modernization contract is scheduled to be awarded late in 1992. The 1993 increase will be fully utilized for the first phase of implementing the ALMRS/Modernization Project (called "administrative re-hosting"). This phase can be best described as the initial delivery and installation in BLM offices of the first group of newer, faster, more efficient and less costly to maintain computers, software and communications equipment to meet BLM ADP needs for the 1990's.

The additional \$15,115,000 will be used by the ALMRS/Modernization contractor or BLM to:

- o translate the BLM's existing administrative and program management software applications from the current computer language in which they are written and from the current hardware on which they reside to a language that can run on the newer, more powerful and faster computers, which are being delivered to BLM under the ALMRS contract;
- o deliver and install the new computer hardware in selected BLM offices, and the new operating systems software to run the new computer hardware;
- o prepare the proper facilities in BLM offices, such as electrical power, additional space, etc. for the new computer system being installed, and BLM people in how to operate and maintain the new hardware and software;
- o load the re-designed administrative and program management applications software onto the new hardware installed in the BLM offices; and
- o provide the additional telecommunications equipment to provide an electronic link among BLM offices which will improve inter-office communications both from an electronic as well as a public service standpoint.

The initial implementation phase of "administrative re-hosting" will be accomplished over 2 years -- 1993 and 1994. By performing the above steps, BLM can take advantage of having a common set of ADP hardware, software and telecommunications capability throughout the Bureau, gain efficiency by operating on and maintaining fewer types of ADP equipment, and take advantage of data sharing among program applications by using a common database. Also, re-hosting will allow BLM to phase out its existing Honeywell ADP systems which now supports the existing administrative and program management applications by the end of 1994.

Distribution of change by object class

The object class detail for the proposed increase of \$15,115,000 is as follows:

	FTE	Amount
Transportation of things		\$ 320,000
Rents, communications and utilities		500,000
Other services		6,795,000
Supplies and materials		1,400,000
Equipment		<u>6,100,000</u>
Total		+\$15,115,000

Activity Summary

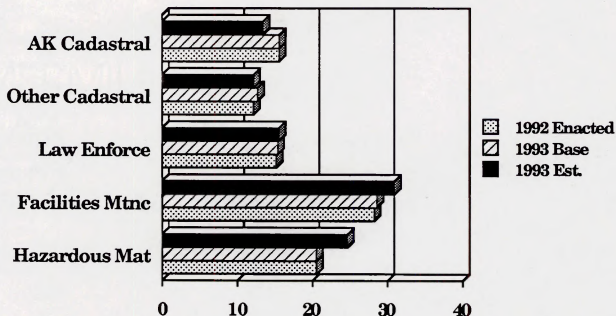
Activity: Resource Protection and Maintenance

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Alaska Cadastral Surveys	15,264	15,477	15,580	13,410	-2,067	-2,170
Other States Cadastral Surveys	11,871	12,212	12,612	12,092	-120	-520
Resource Protection & Law Enforcement	12,283	15,185	15,291	15,501	+316	+210
Facilities Maintenance	26,995	28,215	28,454	30,854	+2,639	+2,400
Hazardous Materials Mgmt.	<u>17,965</u>	<u>20,487</u>	<u>20,593</u>	<u>24,713</u>	<u>+4,226</u>	<u>+4,120</u>
Total	84,378	91,576	92,530	96,570	+4,994	+4,040

RESOURCE PROTECTION & MAINTENANCE

Dollars in Millions



Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Alaska Cadastral Surveys

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	15,477 (141)	15,580 (141)	13,410 (131)	-2,067 (-10)	-2,170 (-10)

Authorization

- 43 U.S.C. 1711, 1738 The *Federal Land Policy and Management Act of 1976* authorizes the delineation of boundaries of the Public Lands.
- 43 U.S.C. 1612 The *Alaska Native Claims Settlement Act of 1971 (ANCSA)* requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.
- 48 U.S.C. Chap. 2 note The *Alaska Statehood Act*, as amended, requires the survey of lands for conveyance to the State.
- 16 U.S.C. 3101 *et seq.* The *Alaska National Interest Lands Conservation Act of 1980 (ANILCA)* requires maps and legal descriptions for certain areas.

Objectives

The Alaska Cadastral Survey program objectives are to:

- o Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;
- o Complete surveys through the use of the Patent Plan Process; and
- o Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act.

Base Program

The 1993 Base level for the Alaska cadastral survey program is \$15,580,000 and 141 FTE.

The primary focus of the program is to support land transfers to the State of Alaska, Native corporations, and individuals as required by legislation such as the Alaska Statehood Act, the Alaska Native Claims Settlement Act (ANCSA), the Alaska National Interest Lands Conservation Act (ANILCA), the Native Allotment Act, as well as other programs. In total more than 155 million acres will be transferred from Federal to other ownership.

Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native lands be surveyed, but also the thousands of inholdings such as those related to ANCSA Section 14(h) (cemetery and historic sites), mining claims, Native allotments, and withdrawals must also be surveyed. Additional surveys will also be required for ANCSA Section 14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. This complexity, as well as the remote areas and difficult topography, results in relatively high cost surveys in Alaska as compared to the other States.

BLM initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitate land patenting in a efficient and effective manner. The Patent Plan Process identifies all the various lands and survey needs within a particular "geographic window." Within these "geographic windows" an intense and concentrated effort is made to survey all small inholdings, Native allotment, corporation, and village selections, State selections, and all meanderable water bodies concurrently within each "window" before surveying in other geographic areas.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) with representatives from the State, Native interests, individual Native corporations, and Federal agencies, establishes priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle, rather than on an annual basis. Another result of this process is a reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives will increase.

At the 1993 Base level, an estimated 977 miles of original survey and 1,294 miles of special surveys are expected to be completed. The level of output is increased over the 1992 Estimate levels because the 1993 surveys will be conducted in areas with more favorable topography, thus reducing the cost of accomplishing individual survey projects.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	15,580	13,410	-2,170
(FTE)	(141)	(131)	(-10)

The 1993 Estimate is a decrease of \$2,170,000 and 10 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effect of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

At the 1993 Estimate level, 917 miles of original survey and 1,020 miles of special survey will be performed. This reduction of 60 miles of original surveys and 274 miles of special surveys from the base level results from anticipated deferral of acreages to be conveyed under the Alaska Lands program in the next 3 to 5 years due to the need to adjudicate additional inholdings, claims, and other actions that effect the rate at which lands will be ready for survey under the patent plan process. These reductions may delay the completion of final patenting of these lands. At the level of funding requested, BLM will meet all statutory requirements related to conveyance of lands in Alaska.

Alaska Cadastral Survey Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Original survey (miles)	821	350	977	917	-60
Special survey (miles)	1,400	1,150	1,294	1,020	-274

Distribution of change by object class

The object class detail for the proposed decrease of \$2,170,000 and 10 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-10	\$ 366,000
Personnel benefits		92,000
Travel and transportation of persons		30,000
Transportation of things		100,000
Rents, communication and utilities		120,000
Other services		1,237,000
Supplies and materials		150,000
Equipment		<u>75,000</u>
Total		-\$2,170,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Other States Cadastral Surveys

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	12,212	12,612	12,092	-120	-520
(FTE)	(230)	(232)	(227)	(-3)	(-5)

Authorization

43 U.S.C. 2 The Act codified at 43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anywise respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 The Act codified at 43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

43 U.S.C. 1711, 1738 The Federal Land Policy and Management Act of 1976 authorizes the delineation of boundaries of the Public Land.

Objective

The objectives of the Other States Cadastral Survey program are to:

- o Provide cadastral surveys of Federal Interest Lands in the contiguous 48 States to mark the boundaries of the Public Lands to support the BLM lands and realty, energy and minerals, forestry, and other renewable resources programs; and
- o Meet the priority cadastral survey needs of other Federal Agencies to facilitate their program activities.

Base Program

The 1993 Base level for the other states cadastral survey program is \$12,612,000 and 232 FTE.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal Land. The Secretary has delegated this authority to the BLM. Boundaries of the Public Land must be delineated on the ground and in the official records of the BLM, as determined by a cadastral survey, prior

to issuing a patent or to conducting many types of resource development. BLM is responsible for creating and maintaining all of the official survey records (plats and field notes).

In support of the priority programs, the BLM:

- o Completes original surveys where necessary as a prerequisite to patenting of Public Land;
- o Establishes precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., in Wyoming, the restoration of old, original surveys on lands that will effect use of mineral resources valued at millions of dollars), and for Congressionally designated management areas such as wilderness areas;
- o Determines precise boundaries to avoid: (a) trespass by private parties against the Government or by the Government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain; and
- o Conducts cadastral surveys and marks the boundaries of the Federal lands to support management activities such as exchanges, disposals, and acquisitions of land.

BLM currently has agreements with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; however, their surveys must be approved by BLM. The BLM/FS agreement allows for an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping to resolve trespass and unauthorized occupancy cases and by promoting effective utilization of the natural resources. BLM provides a search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the Bureau of Indian Affairs (BIA), are presently conducted by BLM on a reimbursable basis.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, BLM initiates those types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the Public Land:

- o Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Public Land as well as the authority to execute resurveys when needed to determine the boundaries of the Public Land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been deferred except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.
- o Resurveys are performed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource management and development purposes. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- o Special surveys are those that do not fall into either of the above two categories. These include surveys of Public Land islands omitted from original surveys, correction of fraudulent land surveys, and surveys of lode mining claims.

At the 1992 Base level, the BLM will complete 10 miles of original surveys, 3,700 miles of resurveys and 50 miles of special surveys in direct support of program activities; as follows:

- o Original surveys totaling 10 miles of line are needed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land;
- o Resurveys totalling about 3,700 miles of line are needed to obtain legal property descriptions for resolving cases under the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist on the Public Lands; and to support energy development programs in areas of extensive intermingled lands.

In 1993 emphasis will continue to support high priority program activities such as resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have significant distortions in the original surveys. This presents an oil and gas resource management problem for both industry and the Federal government. Emphasis is also being placed on the surveying of wilderness boundaries in those states where wilderness bills have been enacted.

The 1993 Base level includes a base adjustment increase of \$170,000 from other subactivities in order to fully fund BLM micrographic activities at the Service Center within the Other States Cadastral Survey subactivity. Micrographics activities include the microfilming of various BLM records including cadastral survey field notes and plats. The base adjustment from other BLM activities will permit the BLM to manage micrographics workload more effectively.

Decrease from the 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	12,612	12,292	-520
(FTE)	(232)	(227)	(-5)

The 1993 Estimate is a decrease of \$520,000 and 5 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effect of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows. The decrease of \$520,000 will be achieved by reducing 200 miles of resurveys in connection with anticipated reductions in the BLM land exchange program.

Other States Cadastral Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from Base</u>
Original survey (miles)	20	10	10	10	---
Resurvey (miles)	3,323	3,700	3,700	3,500	-200
Special survey (miles)	36	50	50	50	---

Distribution of change by object class

The object class detail for the proposed decrease of \$520,000 and 5 FTE is as follows:

	<u>FTE</u>	<u>Amount</u>
Personnel compensation	-5	\$183,000
Personnel benefits		46,000
Travel and transportation of persons		30,000
Transportation of things		20,000
Other services		151,000
Supplies and materials		70,000
Equipment		<u>20,000</u>
Total		-\$520,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
 Subactivity: Resource Protection and Law Enforcement

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	15,185	15,291	15,501	+316	+210
(FTE)	(145)	(145)	(147)	(+2)	(+2)

Authorization

43 U.S.C. 1733

The *Federal Land Policy and Management Act of 1976*, Section 303, authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands. The Secretary may also authorize Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

28 U.S.C. 534

The *Federal Uniform Crime Reporting Act of 1988* requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

Objectives

The objectives of the resource protection and law enforcement program are to:

- o Support the President's "War on Drugs" initiative;
- o Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Land and resources as directed by FLPMA;
- o Protect Federal natural resources from unlawful activities; and
- o Investigate incidents of unlawful acts against Public Land resources and users, and bring to justice those responsible through an effective law enforcement program.

Base program

The 1993 Base funding level for the resource protection and law enforcement program is \$15,291,000 and 145 FTE.

BLM law enforcement work is multi-faceted involving protection of many different resource values and users of the Public Land across a vast area of land. The work entails criminal investigations, developing cases for prosecution, developing intelligence on wide-spread organized criminal activity, and establishing cooperative law enforcement arrangements for Public Land and resource protection. Investigative contacts are developed to give exposure and visibility to BLM resource protection efforts, as well as to provide information for investigations. The information can result in grand jury testimony, search and/or arrest warrants being issued and served, and

cases being presented for prosecution, all of which resolve criminal acts or serve as deterrents to further violations.

BLM has 67 special agents assigned mostly to BLM State Offices to conduct criminal investigations for resource protection and Federal law enforcement. The BLM's resource protection responsibilities are enhanced by 168 BLM law enforcement Rangers who emphasize compliance with resource protection measures, visitor protection and crime prevention through field contacts and patrols of vast areas of the Public Land. Sixty-four of the BLM Rangers are assigned to the California Desert District.

Funds within the Base program will be used to support an automated incident reporting system in compliance with the Federal Uniform Crime Reporting Act of 1988. The system will aid in tracking and investigating incidents and violations on the Public Lands in support of the BLM's resource programs as well as the drug control effort.

Investigations

Investigative efforts support all of the BLM's resource management programs. During 1993 BLM will emphasize reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry, recreation, and the illegal storage and disposal of hazardous materials.

Archaeological Resource Violations: Preventing the destruction of antiquities and illegal removal of archaeological resources are major areas of emphasis in BLM. The Base program concentrates on enforcement of the Archaeological Resources Protection Act and other relevant statutes, and implementing the archaeological portion of law enforcement plans. Emphasis is placed on identifying and bringing to justice persons stealing and marketing these resources in an attempt to reduce the supply of illegally obtained antiquities. BLM special agents are involved in joint Federal/State interagency task force operations designed to combine agency resources and cooperatively increase archaeological protection efforts. These efforts include:

Detection - includes remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

Public Awareness - encompasses a public education program to make visitors and users of the Public Land aware of the problem and the means to report violations;

Employee Awareness - involves training employees on how to identify and report violations encountered while working on the Public Land;

Law Enforcement - includes actions conducted in cooperation with other Federal, State and local law enforcement personnel, as well as individual agency special operations and investigations.

Four Corners Cultural Resources Investigative Task Force: This task force investigates theft and destruction of cultural resources in the Four Corners region of the United States.

Oil and Gas Theft: The Secretary of the Interior has delegated the responsibility for criminal investigations related to theft of oil and gas products on Federal and Indian leases to BLM. This additional responsibility increases criminal investigations and related investigative audits conducted by the BLM.

Agents work with and talk to witnesses and other sources about the theft; conduct crime scene investigations; determine how the theft took place

(i.e. by trucking it away, by changing the temperature, or some other method); and conduct follow up work to identify the perpetrator and present cases for prosecution.

Hazardous Materials: BLM special agents in State Offices with hazardous material sites will identify and investigate the incidents of alleged illegal storage, disposal or handling of hazardous materials on Public Lands.

Yew Bark Theft: Some BLM State Offices are involved in the management of the Pacific yew tree that produces the substance taxol in its bark which has proven to be effective in the treatment of certain types of cancer. Widespread publicity has resulted in increased theft of this valuable resource. BLM law enforcement efforts to combat such activities have increased as a result.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Land. Drug enforcement activities on the Public Land are important because such illegal activities not only impact resource values (e.g., diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endanger Public Land visitors, users, and BLM employees. Base program emphasis will consist of cannabis eradication, intelligence gathering, and subject identification/arrest efforts.

Illegal drug activity on the Public Land continues to increase in quantity, complexity and sophistication. The amount of cannabis eradicated continues to increase, and BLM finds increasing numbers of drug labs on the Public Land. Evidence shows that illegal drug traffic is expanding across the U.S./Mexican border onto Public Land areas in Arizona, California, and New Mexico. As a result of these trends, the BLM must spend more time; use more advanced detection, surveillance and intelligence gathering methods; and enhance cooperative efforts to increase the number of arrests, prosecutions and property seizures. It is critical for the BLM to maintain a highly active, visible position in drug law enforcement. Producers of illegal substances and drug traffickers are sensitive to law enforcement efforts and will take advantage of any slackening of emphasis by the Government.

The 1993 Base funding level for drug law enforcement efforts is \$9,917,000 and 51 FTE. Activities include the following:

Investigations, Detection and Eradication: The full-time BLM drug enforcement coordinators in each State Office will provide program direction and interagency liaison for drug-related detection efforts and investigations. Field eradication teams, consisting of law enforcement officers and supplemented through cooperative agreements, will be formed as needed. Aircraft are used to spot cultivation plots and supporting facilities, transport personnel and equipment, and remove the cannabis and other evidence.

Drug Interdiction: Ranger patrol efforts along the U.S./Mexico border will continue. Ranger positions are devoted to patrolling Public Land areas in Arizona, California and New Mexico, in coordination with other Federal law enforcement agencies.

Intelligence: The Base program includes continued staff support for the command intelligence communications center and incident tracking network. This component will include continued reporting procedures, an

informant reward system, and a law enforcement radio net, as well as the capability to access the National Crime Information Center and the El Paso Intelligence Command.

State/Local Assistance: Base program funding will be used to obtain law enforcement agreements with State and local law enforcement agencies. These agreements are designed to assist the BLM in identifying, investigating and prosecuting drug law violations on the Public Land. Specific agreements also provide assistance and backup to the field eradication teams during operations.

Marijuana garden
eradication in Whale
Gulch, California
during operation Green
Sweep in 1990.



Public Awareness: Public education efforts are aimed at informing visitors and users of the Public Land about dangerous areas where drug activity is high, and enlisting their support in reporting suspicious activities. Special emphasis will be placed on increasing media coverage of the activities and results of the field eradication teams. In addition, brochures, posters and public service announcements are developed and distributed.

Resource and Visitor Protection

The increasing use of the Public Land and the depredation of natural and cultural resources has dictated a continuing expansion of the BLM Ranger program. As multiple-use resource personnel, BLM Rangers perform duties in support of many BLM programs and receive law enforcement-related technical oversight, equipment and training through the law enforcement program.

Rangers conduct patrols and provide a BLM presence at selected high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetation thefts. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the Public Land. While in the performance of their duties, Rangers may also provide normal and emergency assistance to visitors and users of the Public Land. Rangers are also actively involved in the BLM's drug enforcement efforts.

Cooperative Agreements

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Land. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State and local ordinances on the Public Land. The actual number of law enforcement agreements can vary from year to year because agreements may be on a countywide basis for specific problem areas, or for a specified, limited time period (such as long holiday weekends).

An estimated 73 agreements will be in effect during 1993. Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. A number of the BLM law enforcement agreements signed with county sheriffs have singled out marijuana control as the major task to be accomplished. BLM also works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for the purpose of eradicating marijuana.

Increase from the 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	15,291	15,501	+210
(FTE)	(145)	(147)	(+2)

The 1993 Estimate is an increase of \$210,000 and 2 FTE from the 1993 Base. The 1993 Estimate level reflects the absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments are depicted in the workload accomplishment table that follows.

Drug Control Efforts (+\$210,000 and +2 FTE)

The increase of \$210,000 and 2 FTE is requested to enhance BLM's ongoing drug control program efforts. This increase will enhance BLM's participation in the National Drug Control Strategy and will provide for increased marijuana eradication. The increase will be used to augment the build-up of drug interdiction efforts primarily aimed at those involved in growing domestic crops on Public Land on the Pacific coast, and investigation and interdiction of drugs along the southwestern border of the United States, primarily in New Mexico, Arizona, and California. This will allow the BLM to continue to play a significant role in drug control efforts on Public Land, in cooperation with other Federal and State law enforcement and drug control agencies. BLM Rangers and agents will continue to conduct marijuana eradication activity in Oregon and California and other BLM states with less activity occurring, such as in Colorado and Montana.

Surveillance of drug manufacturing/distribution activities on the Public Land is another area of emphasis.

The total funding that will be devoted to drug control efforts will be \$10,127,000 and 53 FTE in 1993.

Resource Protection and Law Enforcement Workload Accomplishments

The planned workload for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Investigation/Enforcement (No. of Investigations):					
Wild horse and burro abuse	78	78	77	77	---
Timber theft	74	74	73	73	---
Range arson	35	35	34	34	---
Antiquities theft and destruction	66	66	65	65	---
Mineral resources theft and fraud	102	102	101	101	---
Theft and destruction of government property	52	52	51	51	---
Recreation site violations	82	82	81	81	---
Occupancy trespass	102	102	101	101	---
Drug control	78	145	160	165	+5
Other 1/	83	83	82	86	+4

Law Enforcement Agreements (Number Signed):

State	1991 Actual	1992 Estimate	1993 Base and Estimate
Arizona	5	5	5
California	23	23	23
Colorado	6	6	6
Idaho	1	1	1
Montana	0	0	0
Nevada	2	2	2
New Mexico	0	0	0
Oregon	28	28	28
Utah	5	5	5
Washington	3	3	3
Total	73	73	73

Distribution of change by object class

The object class detail for the proposed increase of \$210,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	+2	\$ 73,000
Personnel benefits		18,000
Travel and transportation of persons		17,000
Transportation of things		10,000
Rent, communications and utilities		8,000
Printing and reproduction		9,000
Other services		13,000
Supplies and materials		20,000
Equipment		42,000
Total		+\$210,000

1/ Such as assault, fraud, vegetative resources theft, and hazardous materials violations.

Justification of Program and Performance

Activity: Resource Protection and Maintenance

Subactivity: Facilities Maintenance

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	28,215	28,454	30,854	+2,639	+2,400
(FTE)	(318)	(318)	(334)	(+16)	(+16)

Authorization

43 U.S.C. 1701,
1731-1732, 1762

The Federal Land Policy and Management Act of 1976

provides authority for the maintenance of facilities required for the protection, development, and management of lands; and directs that Public Lands be managed to protect scenic, historical, and archaeological values, and provide for outdoor recreation and human occupancy and use.

Objectives

The objectives of the Facilities Maintenance program are to:

- o Support the Secretary of the Interior's *Legacy 99* initiative to leave a legacy of upgraded and appropriately maintained Departmental facilities and land areas to the Nation as it enters the 21st century;
- o Provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the Public Land (outside of western Oregon) in order to:
 - provide for the safety and health of Public Land users and BLM employees;
 - maintain the public investment in facilities entrusted to BLM stewardship;
 - protect resource values; and
 - maintain the usefulness of BLM facilities for the purposes for which they were constructed.
- o Establish appropriate maintenance levels for inventoried facilities and develop maintenance plans and schedules for the long term maintenance of the facilities;
- o Provide any additional retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures if identified in new technical surveys; and
- o Provide project survey, design and other professional engineering/architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

Base program

The 1993 Base funding level for the facilities maintenance program is \$28,454,000 and 318 FTE.

The facilities maintenance program provides maintenance (outside of western Oregon) to BLM buildings, recreation facilities, and transportation systems as well as providing basic engineering services for maintenance and construction actions regardless of funding source. The Base program continues BLM's support to the Secretary's *Legacy 99* Initiative to improve the condition of public facilities and to leave a legacy to the Nation as it enters the 21st Century.

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated to be at least \$460 million. Many older facilities were acquired at no cost from other Federal agencies as excess property, as property transfers from other Federal or State agencies, or as abandoned property (such as roads) from local governments. The Base program level for facilities maintenance represents about 6 percent of total facility value.

Maintenance Management System Development - In 1988, BLM initiated the development of its automated facility Maintenance Management System, a national system designed to incorporate inventory, status and condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The field condition inventory of all BLM facilities is planned to be completed in 1992.

The Maintenance Management System is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. The system data base includes all BLM facilities, their condition, the desired maintenance condition level, and a cost for maintaining each facility at the desired condition level. Beginning with the 1992 Annual Work Plan, BLM managers begin to use data from the Maintenance Management System to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs. Through development of this system, the BLM has determined backlogged maintenance items of \$88,000,000 on Public Land. This amount, derived from the Maintenance Management System, represents scheduled and corrective maintenance needs as well as replacements.

Buildings - The BLM is responsible for maintaining approximately 1,635 BLM-owned structures and buildings (including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, water and sewer systems, parking areas, and wareyards) containing over 1,500,000 square feet of space, and having an estimated replacement value of \$150 million. These structures vary from complex administrative office buildings and the larger new visitor centers to small radio repeater buildings and wellhouses. Some of these structures do not require annual or periodic maintenance (e.g., wellhouses or repeater buildings). Other buildings, such as office complexes, require continuing maintenance.

About 150 office buildings and 690 other BLM-owned buildings will be maintained at the Base level. BLM will also maintain 100 water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities. In accordance with the Federal Energy Management Act of 1988, seven energy saving projects in several states will be completed at a cost of approximately \$1,000,000.

Building maintenance includes the following functions:

- o Repair work, such as repairing sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- o Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- o Routine maintenance work, such as repainting and replacing broken windows; and
- o Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement on parking and storage areas.

Recreation facilities - The BLM is responsible for maintaining approximately 673 developed and 1,835 semi-developed recreation sites with facilities, including 2,600 day use units and 5,900 camping units, and 487 boating access points, having an estimated replacement value of at least \$100 million. BLM tries to maintain recreation facilities to a standard that protects the resource, the using public, and the public investment, while fostering pride of public ownership.

The level of maintenance strives to meet all health, safety, and physically impaired access standards. Maintenance funds will be concentrated on the most intensively used recreation facilities where both visitor use and BLM's investment are the greatest and in order to support the growth of the BLM's *Recreation 2000* strategic plan. Funding for maintenance of recreational facilities is also being augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Recreation maintenance includes the following types of functions:

- o Maintaining restroom-sanitation facilities;
- o Operating and maintaining water supply, purification and distribution systems;
- o Repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- o Removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts; unstable buildings, and providing warnings about dangerous topography;
- o Grading and gravelling roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards; and
- o Collecting trash and doing grounds work such as pruning trees and shrubs, fence maintaining, and repairing erosion damage.

Transportation - The BLM is responsible for maintenance of over 45,000 miles of roads, 5,000 miles of trails including 2,285 miles of interpretive, hiking and equestrian trails, and 250 major bridges on the Public Land outside of western Oregon. The replacement value of this transportation network is estimated to be at least \$385 million. At the 1993 Base level, the BLM will provide scheduled maintenance on 15,000 miles of road, provide corrective maintenance on 1,850 miles of roads and trails, and maintain 75 bridges.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- o Grading roads to repair damage from erosion and to re-establish proper drainage;
- o Stabilizing shoulders to protect surfacing;
- o Resealing or repaving;
- o Minor re-aligning to improve both safety and drainage;
- o Replacing individual culverts; and
- o Inspecting, maintaining, and repairing bridge structures.

In some cases, BLM roads are maintained by others. The principal example is timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). For BLM-scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent significant public investments on the Public Land. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves completing maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action such as damage to roads from heavy runoff, flood damage to roads and bridges, obstructions on roads, and culvert damage.

Engineering Services - Professional engineering expertise is needed for all BLM programs and particularly to perform contract supervision and administration for construction and maintenance of facilities, survey and design work, and major land improvement projects requiring engineering expertise. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the Maintenance Management System; survey and design of roads requiring easements and roads for timber access; technical assistance for building, dam and bridge safety inspections, rehabilitation and maintenance; review and administration of architectural and engineering source contracts for all programs; and technical assistance for the design and maintenance of range improvement, wildlife and watershed projects.

Increase from 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	28,454	30,854	+2,400
(FTE)	(318)	(334)	(+16)

The 1993 Estimate is an increase of \$2,400,000 and 16 FTE over the Base. This increase will help to achieve the goals of the *Legacy 99* initiative. *Legacy 99* is the program to maintain, repair, and rehabilitate the facilities of the Department as part of the President's *America the Beautiful* initiative and Secretary Lujan's *Stewardship* agenda. It will culminate in 1999, the 150th anniversary of the Department of the Interior.

The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments are depicted in the workload accomplishment table that follows.

The increase has two main components: (1) +\$1,040,000 to provide maintenance of recreational facilities; and (2) +\$1,360,000 to address current maintenance needs and facility condition protection, and to reduce the preventative maintenance work backlog.

Recreation Related Maintenance (\$1,040,000)

The implementation of BLM's *Recreation 2000* strategic plan, which is also a component of the President's *America the Beautiful* initiative to enhance public access to growing recreation opportunities on Public Land and waters, requires developed recreational facilities to fully achieve its objectives. Proper maintenance of recreational facilities is an important element to a successful recreation program.

The increase of \$1,040,000 is needed to reduce the backlog of needed BLM recreation facility maintenance projects in accordance with *Recreation 2000* state implementation plan priorities. The additional funds will enable BLM to perform maintenance activities to meet health, safety, and physically impaired access standards, to protect the public's investment in existing facilities, and to reduce future major rehabilitation costs. Increased funds will allow the BLM to increase maintenance of those facilities which are experiencing the sharpest growth in recreation use, particularly in high priority Special Recreation Management Areas, National Conservation Areas, and other special places receiving heavy public use. BLM plans to use the additional funds for priority work such as the following:

- o \$590,000 for high priority maintenance needs at recreation sites and areas, bridges and trails, including:
 - \$25,000 to maintain bridges at Sourdough Campground and Campbell Creek, Alaska;
 - \$50,000 to maintain Back Country Byways on Public Land in Arizona;
 - \$100,000 to maintain the Mid Hills Campground and hiking trails, in the California Desert;
 - \$115,000 to maintain facilities at San Juan Triangle Special Recreation Management Area, Colorado.
 - \$50,000 to maintain the Steck Campground and Cove Recreation Site water system, Idaho.
 - \$100,000 to maintain facilities in the Organ Mountains Recreation Area, New Mexico.
 - \$150,000 to provide improved handicapped accessibility in numerous recreation areas, Oregon.

- o \$450,000 for increased operations and maintenance of recreation facilities, such as the following:

- \$150,000 to maintain undeveloped recreation sites and sanitation facilities along Wild and Scenic Rivers in Colorado, Idaho, Montana, and Oregon;
- \$150,000 to maintain recreational trails in California, Colorado, and Oregon;
- \$150,000 to maintain Bureau signs along Back Country Byways and major trails including the Pacific Crest and Oregon Trails in Oregon and California.

Maintenance & Facility Improvement (+\$1,360,000)

Additional funds are needed to meet corrective and scheduled maintenance needs, as well as increased frequency of maintenance, on various BLM buildings and transportation systems, and address maintenance needs of newly acquired facilities. This portion of the increase also supports the *America the Beautiful/Legacy 99* initiatives.

The highest priority needs are those that present a safety and/or health hazard to the public or BLM employees. This includes situations such as unsanitary conditions on the Public Land; or unsafe roads, bridges, and buildings which present a hazard such as a structural weakness or asbestos. The next needs in priority order include repair or replacement of systems that have failed, such as heating and/or ventilation system breakdowns; culverts which silt in or wash out; or roofs that leak. Third priority needs are those which provide the physically disadvantaged a reasonable opportunity to access and utilize Public Land resources. Also, maintenance work that protects the capital investment, prevents resource damage, and conserves energy is very important.

Of the \$1,360,000 increase, BLM plans to use additional funds for purposes such as the following:

- o \$900,000 for high priority maintenance of roads, trails and bridges including:
 - \$300,000 for road and trail maintenance including Anasazi Center Walkway, Delores River Overlook, and the Radium River site, Colorado;
 - \$200,000 for maintenance of an additional 247 miles of road and 5 Bridges, Idaho;
 - \$25,000 for bridge abutment repair at Burro Creek, Arizona;
 - \$25,000 for corrective maintenance on the Pacific Crest Trail, California;
 - \$100,000 for road maintenance on access roads to recreation sites, at various locations in New Mexico;
 - \$250,000 for additional maintenance of BLM mainline roads in several states.

- o \$300,000 for increased building and facility maintenance including:
 - \$150,000 for maintenance of facilities at the Flagstaff Hill Visitor Center complex at Baker, Oregon; and at the Yaquina Head Outstanding Natural Area near Newport, Oregon;
 - \$100,000 for maintenance of the heating/ventilation/air conditioning and sewer systems at the BLM District Office in Salmon, Idaho.
 - \$50,000 for recreation site building maintenance and long-term visitor area sanitation facilities, Arizona.

All of the above projects meet BLM's criteria of high priority needs either because of health or safety problems or to provide adequate maintenance to new facilities (such as Flagstaff Hill Visitor Center) or facilities receiving very heavy public use.

- o \$160,000 is needed for additional work to prepare and administer additional maintenance contracts, and other engineering services in support of *Legacy 99*.

Facilities Maintenance Workload Accomplishments

The planned workload accomplishments for 1991, 1992 and at the 1993 Base and Estimate funding levels are as follows:

Workload Resources	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Road Maintenance (No. of miles)	13,000	13,500	13,600	14,700	+1,100
Corrective Road Maintenance (No. of Miles)	1,850	2,000	2,000	2,100	+100
Bridge Maintenance (No. completed)	75	78	78	85	+7

Distribution of change by object class

The object class detail for the proposed increase of \$2,400,000 is as follows:

	FTE	Amount
Personnel compensation	+16	\$585,000
Personnel benefits		145,000
Travel transportation of persons		30,000
Transportation of things		305,000
Rent, communications, and utilities		150,000
Other services		470,000
Supplies and materials		600,000
Equipment		<u>115,000</u>
Total		+\$2,400,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Hazardous Materials Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	20,487 (125)	20,593 (125)	24,713 (162)	+4,226 (+37)	+4,120 (+37)

Authorization

- 42 U.S.C. 6901-6992 The *Resource Conservation and Recovery Act* authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity so that Federal agencies are subject to all State and local requirements developed under EPA's guidelines.
- 42 U.S.C. 9601-9673 The *Comprehensive Environmental Response, Compensation and Liability Act of 1980*, as amended by the *Superfund Amendments and Reauthorization Act of 1986*, provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.
- 42 U.S.C. 11001-11050 The *Emergency Planning and Community Right-To-Know Act of 1986* requires agencies to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory its emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public.
- 42 U.S.C. 13101-13109 The *Pollution Prevention Act of 1990* requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.
- 43 U.S.C. 1701 *et seq.* The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

- 33 U.S.C. 1251-1385 The *Clean Water Act*, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.
- 42 U.S.C. 201-300 The *Safe Drinking Water Act Amendments of 1977* require compliance with all Federal, State, and local statutes for safe drinking water.
- 42 U.S.C. 7401-7642 The *Clean Air Act*, as amended, requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.
- 43 F.R. 4770 *Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978*, assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.
- 52 F.R. 2923 *Executive Order 12580, Superfund Implementation, January 23, 1987*, requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.
- 56 F.R. 56289-56292 *Executive Order 12780, Federal Agency Recycling and the Council on Federal Recycling and Procurement Policy, October 31, 1991*, requires that Federal agencies promote cost-effective waste reduction and recycling of reusable materials from wastes generated by Federal Government activities. It is intended to "integrate cost-effective waste reduction and recycling programs into all Federal agency waste management programs in order to assist in addressing the Nation's solid waste disposal problems." The order also established a Council on Federal Recycling and Procurement Policy to promote waste reduction and recycling programs.

Objectives

The objectives of the Hazardous Materials Management program, as part of the *America the Beautiful, Legacy 99* and Secretary's Waste Management Initiative, are to assure:

- o Protection of the public health and safety relative to uses or activities on the Public Land which may or do cause hazardous materials sites or incidents on the Public Land;
- o Compliance with applicable Federal and State hazardous materials and related laws and regulations;

- o Prevention of hazardous materials occurrences on the Public Land;
- o Minimization of future hazardous materials-related liabilities and costs to the Federal Government;
- o Protection of Public Land natural resources and the environment from the effects of hazardous materials or wastes; and
- o Coordination with other BLM program activities that have roles or take actions related to hazardous materials management on the Public Land.

Base Program

The 1993 Base level for the hazardous materials management program is \$20,593,000 and 125 FTE.

The program is part of the President's *America the Beautiful/Legacy 99* initiative. The Secretary of the Interior developed *Legacy 99* as an initiative to repair and rehabilitate the Public Land and the facilities managed by the Department to culminate with the 150th anniversary of the Department of the Interior in 1999, and to leave a legacy to the Nation as it enters the 21st Century. The *Legacy 99* effort also includes the Secretary's Waste Management Initiative which involves several facets of waste management.

Within this framework, the Secretary has undertaken a major Department-wide effort that deals with waste management. The four major points of the Initiative are to: (1) prevent the generation and acquisition of pollutants on Interior Department-managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage hazardous materials responsibly to protect natural resources and those who use and work on Interior Department-managed lands, and (4) cleanup and restore areas on Interior Department-managed lands that are contaminated by hazardous materials. The hazardous materials management program is a major component of the Waste Management Initiative.

BLM's hazardous materials management program integrates and coordinates a variety of activities to ensure protection of public health, safety, and the environment from the effects of hazardous materials on the Public Land. The program contains components that deal with contaminated or potentially contaminated sites as well as methods to prevent or minimize future hazardous materials situations on the Public Land.

The program has a 3-tiered approach for handling potential hazardous materials sites which consists of: (1) inventory and site identification; (2) assessment of identified sites; and (3) development of studies and implementation of plans for site cleanup and restoration where contamination is found to exist. In addition, the BLM, through stipulations in its land use authorizations and by other means, attempts to prevent or minimize future liabilities that might result from hazardous materials. An increasing emphasis is being placed on prevention and minimization, which is consistent with new laws, regulations, and initiatives.

Inventory, Assessment and Studies

The reporting and identification of potential or actual hazardous materials releases on the Public Land comes from both BLM activities and external sources. These potential or actual releases require that BLM take appropriate action. Currently, the hazardous materials inventory program component is divided into two categories.

The first category is a traditional hazardous materials identification event where the BLM has been informed of or identifies a hazardous materials release or threat of release on the Public Land. Identification can occur through a variety of sources such as accidental discovery (e.g., through the course of field work in support of another BLM program or by a public user), uncovering a trespass situation where an unauthorized disposal has taken place (e.g., as a result of a BLM Ranger patrol), or as an incidental release in connection with an authorized use of the Public Land.

The second category of identification is the planned, comprehensive inventory effort initiated by the BLM. This effort involves: (1) program inventories where authorized uses of the Public Land are systematically identified, listed and checked for contamination, and (2) environmental audits of BLM facilities to identify the extent of hazardous wastes in those facilities and to determine how to reduce those identified wastes.

In the early stages of the inventory process, after a potential site is observed or reported, the preparation of a site background record (SBR) begins. Careful screening of the site occurs to verify land ownership and current and/or past authorizations which could account for the site, or whether the site is a product of an unauthorized act. The SBR also attempts to identify what populations and resources may be at risk from a hazardous materials release or threat of release from the site. The SBR is completed when the site is determined to either be a low risk or require a technical study to evaluate content and extent of contamination. In the low risk situations, the site is removed from inventory tracking and thereby withdrawn from further costly evaluation.

If the SBR screening indicates that apparent contamination and risk warrants further examination, the site is listed on the Environmental Protection Agency (EPA) docket to begin the formal testing sequence. For all sites, an increased emphasis is being placed on the SBR process to exhaust the opportunities to identify potentially responsible parties and encourage their early participation in, or take over of, any necessary clean up. The units of accomplishment have been adjusted downward in recognition in greater time and effort being placed on this phase. At the 1993 Base program level, BLM can prepare 32 SBRs.

As part of the BLM comprehensive inventory process, the BLM is conducting a review of regulatory compliance of operating landfills on the Public Land. While the primary focus of these audits is compliance with the solid waste management requirements, BLM officials also need to be alerted if there are any indications of the presence of hazardous materials so that appropriate follow up action (e.g., conducting a preliminary assessment) can be taken. The BLM began this work under a contract in 1989. Approximately 50 percent of the operating landfills authorized by BLM under the Recreation and Public Purposes Act (R&PP Act) have been audited and reports have been prepared. BLM has developed regulatory compliance audit checklists for each state where the BLM has operating landfills. Beginning in 1992, BLM personnel are conducting regulatory compliance audits of the remaining R&PP Act landfills as well as of operating landfills authorized under other statutes. These regulatory compliance audits will be continued in 1993. It is anticipated that approximately 24 regulatory compliance audits of operating landfills will be completed under the Base program.

In addition, the BLM has identified other high risk uses of Public Land that have the potential to create hazardous materials situations. The BLM is reviewing these high risk uses as part of the planned, comprehensive inventory effort and expects to complete the review by the end of 1993. Other lower risk uses will be reviewed each year through 1998.

When BLM officials have determined that further study of a site is needed from the result of an SBR, a preliminary assessment (PA) is conducted to determine whether contamination actually exists. If the PA identifies the presence of contamination, the site is examined even more thoroughly by means of a site investigation (SI) to determine the type and extent of the contamination at a site. At the 1993 Base program level, BLM can conduct 31 PAs and 9 SIs.

Site investigation



Also as part of the Secretary's Waste Management Initiative, BLM is conducting another type of inventory called a facilities environmental compliance audit at 18 of its approximately 300 facilities. These include cyclical audits of the facilities' compliance with regulations regarding underground storage tanks, solid and hazardous waste storage and disposal, water and air discharges, toxic substances, compliance with emergency planning and community right-to-know regulations, and reporting requirements. The audits are an effective management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

There are several reasons for this inventory effort. First, under RCRA and the Secretary's Waste Management initiative, there are requirements to minimize the hazardous waste stream at Federal facilities. Second, the BLM is attempting to assure that its facilities, to the greatest extent possible, do not violate the hazardous waste generator provisions of RCRA. Third, the BLM is responsible for protecting the health and safety of the public as well as its employees. In order to meet these objectives, it is necessary to identify any hazardous materials that may be present, how those materials are handled, and recommend ways to reduce the waste stream at the facility.

Remedial Investigation-Feasibility Study - EIS

At the Base level, the BLM will complete the RI/FS/EIS at the Lee Acres Site in New Mexico early in 1993 and will prepare a record of decision (ROD) for the remedy selected for that site. The ROD will be forwarded to the EPA for the selection of a remedial action since this site is on the National Priorities List (NPL) ("Superfund"). There are expected to be additional funding requirements as a result of a Federal Interagency Agreement with the EPA. This statutory requirement of 40 U.S.C. 9620 requires an enforceable agreement on a clean up schedule prior to initiating actual clean up. In essence, this agreement is a consent decree, which during regulatory oversight could generate additional costs which cannot be anticipated at this time.

The BLM also continues to coordinate with EPA concerning the Atlas Asbestos Mine Site which is also a National Priorities List (or "Superfund") site. The site, 25 miles from Coalinga, California, covers about 500 acres, much of which is Public Land. The EPA believes the site to be a potential source of air and water contaminants and that the site is a potential threat to the public entering the site. The EPA has completed an RI/FS and a ROD for the site. The potentially responsible parties, including the BLM, are negotiating an allocation of liability. During the negotiations, the BLM is continuing its actions to control access to that portion of the Atlas site that is on the Public Land as a means of protecting public health and safety.

Emergency Response/Removal Actions

Approximately 80 removal actions/emergency responses will be conducted under the Base program. These situations usually involve isolated occurrences such as illegal dumping of chemical wastes, abandoned cyanide and pesticide containers, and residue from illegal drug labs. These situations have been gradually increasing each year and are anticipated to continue to increase as public and employee awareness and understanding of hazardous materials grows. The Base program also includes one major removal action, involving the Murtaugh Landfill in Idaho, at a cost of approximately \$1,000,000.

Remedial Actions

Two remedial design contracts will be prepared within Base program funding. The Lee Acres NPL site will begin contract preparation once the EPA accepts the ROD. The remedial design constitutes the engineering solution to implementing the selected alternative for clean up of the site. This contract is to be completed in 1993 and the initial implementation of the remedial action is slated to begin by the end of 1993. The second site is the Oroville, Washington site. Remedial design is to also be completed with remedial action to be initiated (with a program increase) in 1993.

RCRA Compliance

Tracking of various waste disposal and emergency situations will result in approximately 50 separate reports being filed by the BLM in compliance with the RCRA. Additional Base program funding will be used for new hazardous waste handling procedures identified as a Departmental material weakness, facilities audits, compliance inspections, preparation and waste reduction. This work directly supports the Secretary's Waste Management Initiative.

Program Management

In the Committee report accompanying the 1988 Interior Appropriations Act, the BLM was directed to contract with the National Academy of Engineering to conduct a comprehensive evaluation of the BLM's hazardous materials management program. The interagency agreement between BLM and the Academy is scheduled to expire on January 31, 1992. The National Academy of Engineering has not yet delivered a final report to BLM.

Based upon preliminary findings provided to the BLM by the Academy in 1990, the Director decided to accelerate the decentralization of the hazardous materials program, to strengthen field office authority and capability, and to move more contract management to the field level. BLM has a number of the requisite skills already on staff, and through decentralization will more effectively manage the total program (both contracted and in-house work). In this way, the work will be better integrated with other BLM planning and program activities as well as improving management of contractor performed work. This decentralization effort is in the process of being implemented.

In the 1993 Base program, the BLM will be implementing a long-term hazardous materials management program plan which will incorporate appropriate recommendations of the National Academy of Engineering, the goals and initiatives of the Secretary, measures to correct material weaknesses that have been identified through the management control process, and the policy for compliance with anticipated Federal Facilities Compliance Act regulations and Executive Order 12780 (as it applies to hazardous materials).

Along with the implementation of the long-term program plan, the BLM will continue to develop policies and procedures needed to reduce the risk of future hazardous materials activities on the Public Land, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, to ensure compliance with statutory and regulatory requirements, and to improve the management of BLM contracts for hazardous materials program work. The BLM will also continue to provide employee training for those people who are involved in implementing the hazardous materials management program.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	20,593	24,713	+4,120
(FTE)	(125)	(162)	(+37)

The 1993 Estimate is an increase of \$4,120,000 and 37 FTE over the base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments are depicted in the workload accomplishment table.

The following hazardous materials-related activities will be expanded as part of the *Legacy 99* and Waste Management initiatives.

Site Studies and Analysis (+\$877,000 and +6 FTE)

With an increase of \$877,000 and 6 FTE, the BLM will complete 4 additional site background records (SBR), 4 additional preliminary assessment (PA), and 3 additional site investigations (SI). This list of sites to be studied and analyzed will be prepared from current sites, plus any new sites identified

through systematic inventory. This is part of the process to determine if contamination exists on specific sites and, if so, the extent of that contamination. The results of these studies will aid the BLM in determining whether a site should be identified for listing on the National Priorities List. These studies are necessary for the BLM to comply with EPA's policy of completing PAs and SIS, if necessary, within 18 months of listing a site on the Federal Agency Hazardous Waste Compliance Docket.

Regulatory Compliance Audits of Operating Landfills (+\$392,000 and +8 FTE)

With an increase of \$392,000 and 8 FTE, BLM will expand regulatory compliance audits of operating landfills on Public Land that are authorized under all authorities. The purpose of these audits is to collect data necessary to determine the degree to which each landfill complies with Federal and State regulations promulgated under Subtitle D of the RCRA. Approximately 28 additional operating landfills will be audited with the increased funds.

Assessments of Closed R&PP Act Landfills (+\$1,200,000 and +13 FTE)

In 1990, the BLM began focusing attention on landfills that have been closed to operation but have not been evaluated to determine if hazardous materials are present. A careful review of the existing assessment methodologies demonstrated that they were not adequate for assessing this type of landfill (i.e., the closed landfill).

The BLM will be testing the available methodology for this risk assessment on approximately 20 sites in 1992. Based on analysis of the results, BLM is relatively confident that an effort can be started in 1993 to assess the remaining closed landfills using this methodology. The increase of \$1,200,000 and 13 FTE will allow the BLM to conduct 40 additional assessments of closed R&PP landfills that will meet the EPA requirements for a preliminary assessment.

Remedial Actions (+\$1,430,000 and +6 FTE)

An increase of \$1,430,000 and 6 FTE will be used to begin the remedial action and clean up at the Lee Acres and Oroville sites. These funds include contract writing, public meetings on the remedial contract action, contract supervision, EPA reports, and initial on-the-ground contract implementation of hazardous material removal.

Hazardous Materials Emergency Response Program (+\$221,000 and +4 FTE)

With the increase of \$221,000 and 4 FTE, the BLM will establish hire and train an emergency response staff and acquire basic equipment to enable the BLM to be able to respond to emergency hazardous substances release situations on the Public Land in the contiguous 48 states. The scope of this operation will be to have situation management expertise available and ready to react to toxic spills or events which could cause significant harm to people and the environment.

Hazardous Materials Program Accomplishments

The planned workload accomplishments for 1991, 1992 and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (# sites)*	276	203	74	106	+32
Assessment (# sites)**	116	216	40	87	+47
Removal Actions (# sites)	55	60	80	80	---
RI/FSs (# sites)	3	3	3	3	---
Remedial Actions (# actions)	---	---	1	3	+2
Monitoring (# sites)	5	5	5	5	---
RCRA Compliance (# reports /manifests)	46	40	50	50	---

* Includes SBR's and Audits of landfills and BLM facilities

** Includes PA's, SI's, and landfill assessments

Distribution of Change by Object Class

The object class detail for the increase of \$4,120,000 and 37 FTE is as follows:

	FTE	Amount
Personnel Compensation	+37	\$1,350,000
Personnel Benefits		340,000
Travel and Transportation of Persons		90,000
Transportation of Things		40,000
Rent, Communications, and Utilities		90,000
Printing and Reproduction		40,000
Other services		2,000,000
Supplies and Materials		80,000
Equipment		<u>90,000</u>
Total		\$4,120,000

Activity Summary

Activity: Emergency Operations

(dollars in thousands)

	1991 <u>Actual</u>	1992 <u>Enacted</u> <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
<u>Subactivity</u>						
Emergency Damage Repair	---	---	---	---	---	---
Grasshopper and Mormon Cricket Control 1/	---	---	---	---	---	---
Total	---	---	---	---	---	---

1/ Any activity is covered by use of the unobligated balances from a \$5 million no-year appropriation made in 1987.

Justification of Program and Performance

Activity: Emergency Operations
Subactivity: Emergency Damage Repair

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

P.L. 102-154
Section 101

The *General Provisions of the Annual Appropriations Act* for the Department of the Interior and Related Agencies provides for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

Objectives

- o Provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.

Base Program

In response to an emergency damage situation to BLM owned or managed property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work are transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of Section 101 of the annual Department of Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation. Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

Justification of Program and Performance

Activity: Emergency Operations
Subactivity: Grasshopper and Mormon Cricket Control

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

7 U.S.C. 148f

The Food Security Act of 1985 provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon Cricket and Grasshopper Control on lands under the jurisdiction of the Department of the Interior.

Objectives

- o Conduct inspections of suspected or known outbreaks of Mormon Crickets or grasshoppers on the Public Land in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- o Maintain a cooperative program with APHIS for Mormon Cricket and Grasshopper Control on the Public Land.

Base program

The BLM cooperates with APHIS to assist with inspections of the Public Land where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is reimbursed for its expenses on Public Land when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon Cricket and Grasshopper Control. Sufficient unobligated balances remain available for transfers to APHIS or for use by the BLM to assist APHIS. This reduces the likelihood of needing additional funding in this program or of having to borrow from other no-year appropriations in 1993 if control work is required. If severe outbreaks would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

Activity Summary

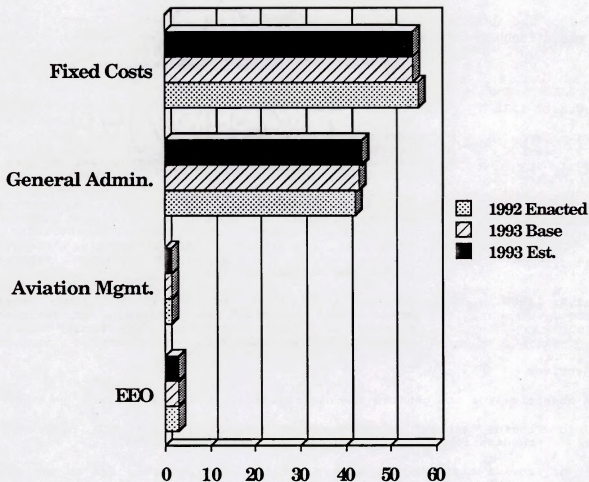
Activity: General Administration

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
General Administration	97,426	102,584	102,441	102,919	+335	+478

GENERAL ADMINISTRATION

Dollars in Millions



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(dollars in thousands)

Program Elements		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Equal Employment Opportunity	\$ (FTE)	2,914 (49)	2,959 (49)	2,984 (49)	+70 (---)	+25 (---)
General Administrative Support	\$ (FTE)	42,153 (995)	43,150 (995)	43,638 (981)	+1,485 (-14)	+488 (-14)
Bureauwide Fixed Costs	\$ (FTE)	56,079 (---)	54,879 (---)	54,879 (---)	-1,200 (---)	--- (---)
Aviation Management	\$ (FTE)	1,438 (20)	1,453 (20)	1,418 (20)	-20 (---)	-35 (---)
Total Requirements		102,584 (1,064)	102,441 (1,064)	102,919 (1,050)	+335 (-14)	+478 (-14)

Authorization

- 42 U.S.C. 2000 The *Civil Rights Act of 1964*, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
- 43 U.S.C. 1731 The *Federal Land Policy and Management Act of 1976*, Section 301, outlines the functions of the BLM Directorate and provides for administration of the Public Lands through the Bureau of Land Management, which was established by Section 403 of Reorganization Plan No. 3 of 1946.
- 5 U.S.C. 1701 The *Civil Service Reform Act of 1978* requires each Executive agency to conduct a continuing program to eliminate the underrepresentation of minorities and women in professional, administrative, technical, clerical, other and blue collar employment categories within the Federal service.
- 34 F.R. 12985 *Executive Order 11478* of August 8, 1969 requires agencies to establish and maintain an affirmative program of equal employment opportunity for all employees and applicants for employment.

Objectives

The objectives of the general administration activity are to:

- o Provide general administrative support to all BLM programs and organizational levels in order to function effectively,
- o Provide that support with a quality service ethic and at the lowest possible cost, and
- o Develop opportunities and programs to ensure a culturally diverse BLM workforce.

These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

Funding Sources

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from other appropriation accounts and reimbursements. In 1993, the total estimated funding from all sources is as follows:

(dollars in thousands)

Source	1991 Actual	1992 Estimate	1993 Estimate
General Administration, MLR	\$ 97,427	\$ 102,584	\$102,919
Reimbursements	1,020	1,100	1,100
Range Improvements	600	600	600
Payments in Lieu of Taxes appropriation	400	400	400
Service Charges, Deposits, & Forfeitures	687	700	700
Road Maintenance	200	200	200
Trust Funds	<u>554</u>	<u>600</u>	<u>600</u>
Total Available	\$100,888	\$106,184	\$106,519

EQUAL EMPLOYMENT OPPORTUNITY

Base Program

The 1993 Base funding level for the equal employment opportunity program is \$2,959,000 and 49 FTE.

The equal employment opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, the Civil Rights Restoration Act of 1987, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices.

The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, and outreach efforts to bring qualified minorities and women into significant roles in the BLM's workforce by utilizing the Cooperative Education Program and other links with institutions of higher education. Also, managers are assisted in the identifying and using opportunities for the career development of minorities and women in the workforce. Equal Employment Opportunity (EEO) training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiative in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap discrimination under Section 504, age discrimination, and conveyances of land under Title VI.

In Title VII work, the program emphasizes professional conflict management capabilities to promote cost-effectiveness in the management and adjudication of civil rights issues by reducing the extreme expenses often associated with litigation of these matters.

Achieving Cultural Diversity

In support of the President's Excellence in Education effort, the program provides direction and leadership for the following nationwide initiatives:

- o **Resource Apprenticeship Program for Students (RAPs).** The Resource Apprenticeship Program (RAPs) for Students is a highly successful initiative intended to introduce minority students and disadvantaged youth to professional work in the various fields of natural resource management. Aimed at high school students, the program's objective is to support youth by providing career orientation and the encouragement necessary to surmount poverty, poor educational opportunities and other social obstacles. It operates in conjunction with school systems, private industry, and other Federal and state agencies, provides periodic paid employment and individual mentoring, and is designed to enhance interests in science, math and communication.
- o **Historically and Predominantly Black Colleges and University Program (HPBCU).** BLM administers an Historically and Predominantly Black Colleges and Universities (HPBCU) initiative which emphasizes programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program. Activities include assigning BLM subject-matter specialists as adjunct teaching staff at HPBCU schools under the provisions of the Intergovernmental Personnel Act; providing assistance in the development of natural resource program curricula and teaching plans; sponsoring a variety of outreach and recruitment activities; and employing students under the Cooperative Education Program.
- o **Hispanic Association of Colleges and Universities (HACU).** The BLM administers a program for cultural outreach and recruitment among member institutions of the Hispanic Association of Colleges and Universities (HACU). The program involves expanding cooperative education employment opportunities; developing contracts for research programs; and providing subject matter experts to assist in developing and teaching natural resource management studies through Intergovernmental Personnel Act assignments.
- o **Native American Initiatives.** BLM administers a program for outreach and recruitment among member institutions of the American Indian Higher Education Consortium (AIHEC). The objective of the program is to promote education in natural resource management and assist in curriculum development, explore opportunities for research work in natural resources management; provide cooperative education employment and training, and sponsor the interchange of subject matter specialists.

Increase from 1993 Base

(dollars in thousands)

1993 Base	1993 Estimate	Difference	
\$	2,959	2,984	+25
(FTE)	(49)	(49)	(---)

The 1993 Estimate is an increase of \$25,000. The 1993 Estimate level reflects absorption of 50% of the anticipated 1992/1993 pay raise. The increase will allow BLM to investigate 5 additional informal complaints, plus work on 2 additional formal investigations will also be completed.

Equal Employment Opportunity Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991	1992	1993	1993	Inc. (+) Dec. (-)
	Actual	Enacted To Date	Base	Estimate	From Base
Informal complaints	375	450	450	455	+5
Formal complaints	45	100	100	100	---
Complaints resolved/adjusted	55	65	65	65	---
Investigations	40	50	50	52	+2

Distribution of change by object class

The object class detail for the proposed increase of \$25,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$ 7,000
Rents, communications, and utilities		1,000
Other services		6,000
Supplies and materials		5,000
Equipment		<u>6,000</u>
Total		+\$25,000

GENERAL ADMINISTRATIVE SUPPORT

(dollars in thousands)

		1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>From Base</u>
Executive and Managerial Direction	\$ (FTE)	5,902 (89)	5,977 (89)	5,977 (89)	(---) (---)
Budget Development and Execution	\$ (FTE)	3,089 (76)	3,156 (76)	3,156 (76)	(---) (---)
Procurement and Property Management	\$ (FTE)	14,999 (382)	15,318 (382)	15,286 (375)	-32 (-7)
Personnel & Organizational Management	\$ (FTE)	7,379 (180)	7,690 (180)	7,820 (175)	+130 (-5)
Financial Management	\$ (FTE)	5,090 (109)	5,182 (109)	5,622 (109)	+440 (---)
Records and Directives Systems Management	\$ (FTE)	4,005 (119)	4,105 (119)	4,055 (117)	-50 (-2)
External Affairs and Information	\$ (FTE)	1,689 (40)	1,722 (40)	1,722 (40)	(---) (---)
TOTAL-General Administrative Support	\$ (FTE)	42,153 (995)	43,150 (995)	43,638 (981)	+488 (-14)

Base program

The 1993 Base level for general administrative support is \$43,150,000 and 995 FTE. The general administrative support program provides funding for a portion of BLM executive and managerial direction expenses, and for basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and contracting, property management, safety programs, financial management, personnel management, program evaluation, management analysis, and records and directives management. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

BLM's executive and managerial direction personnel consist of the Director, Deputy Directors, Special Assistants to the Director, and the Assistant Director and Deputy Assistant Director for Management Services in the headquarters office. It also includes State Directors and Associate State Directors, the Service Center Director and Associate Service Center Director, District Managers and Associate District Managers when they perform general managerial direction functions of the BLM's field offices. In field offices, the general administrative support program pays only for managerial costs based on the amount of time that managerial personnel spend on general administration-related work. When management personnel are dedicating their time to managing other activities or programs, the benefiting programs pay for that portion of managerial direction costs.

The headquarters directorate develops general and specific managerial and administrative policy for the BLM, and provides executive direction to the BLM field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The State Office directorate implements

national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development and management work required in support of individual programs is funded by the benefiting activity or subactivity.

The procurement and property management staffs plan and direct the BLM's procurement, contracting, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs.

The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management such as receiving, storing and issuing supplies; and project materials and space management required to support the organization's functions. Funds are included in the Base program to provide for the continuing education of procurement specialists and other employees involved in the procurement field.

Procurement and contracting organizations within BLM awarded over 78,000 contracts and purchase actions for about \$164 million worth of goods and services in 1991. This includes nearly 2,500 actions worth more than \$103 million in contracts for supplies, services, studies, and construction work. It also includes nearly 76,000 small purchase actions (under \$25,000 each), with a total value over \$61 million. In addition, BLM completed a test using credit cards for small purchases. The program is now being operated permanently under GSA authority. Field employees completed over 25,000 transactions worth nearly \$3 million using over 800 credit cards. This technique reduces paperwork, permits over-the-counter transactions, and guarantees the vendor fast payment.

Funds to strengthen accountability, control, and protection of artwork and artifacts are included in the Base program at an amount of \$247,000.

The personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysis, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 12,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuing 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees.

Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance evaluation process, and conducting a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needed to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfers, and handle approximately 200 employee grievances and formal complaints.

The finance staffs implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. Finance personnel process approximately 158,000 payments, and 165,000 billing, collection, and other miscellaneous accounting documents each year.

During 1991, finance staffs operated the Federal Financial System (FFS) for its first full year of production within BLM. Funding provided for FFS is at the Base level of \$2,265,000. BLM will have to maintain its level of effort for FFS operations at the 1992 level. In addition, requirements for audited financial statements, program increases for training of financial management personnel, preparation of biennial reports on cost recovery, and the development of performance indicators continue to expand.

The records, paperwork and directives management staffs at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 122,508 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on BLM policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. External affairs, public information and public participation efforts by public affairs staffs which support individual program requirements are funded by the benefiting program activity or subactivity.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	43,150	43,638	+488
FTE	(1995)	(981)	(-14)

The 1993 Estimate is a net increase of \$488,000 which is comprised of five (5) increase items totaling \$875,000 and a decrease of \$387,000 in general administrative support services related to the absorption of 50% of the 1993 pay raise.

The increased items are as follows:

Financial Management Training (+190,000)

An increase of \$190,000 will be used for training the financial management staffs in order to maintain professional capabilities at a level that keeps pace with the rapidly changing Federal laws and rules governing financial management activities. This will enable professional staff members to receive approximately 40 hours of training in 1993.

Cost Recovery and Development of Performance Indicators (+250,000)

An increase of \$250,000 will be used to support the development and preparation of biennial reports on cost recovery efforts and the improvement and analysis of program performance indicators to support Audited Financial Statement requirements. This work will be conducted in both the budget and finance areas.

Departmental Procurement Data Certification Requirements (+35,000)

An increase of \$35,000 will be used to support and comply with reporting requirements of the Internal Revenue Service for submission and certification of procurement award data.

Federal Personnel and Payroll System (\$250,000)

An increase of \$250,000 is needed for preparation and initial implementation of the new Department-wide Federal Personnel and Payroll System. Initial implementation will include automated SF-52 processing. Additional phases of the implementation will proceed in future years.

Interior Department's Electronic Acquisition System (IDEAS) (+\$150,000)

An increase of \$150,000 will be used to support development and pre-implementation within the BLM for the Interior Department's Electronic Acquisition System (IDEAS) for tracking and managing procurement and acquisition actions. We anticipate the need for having a full-time project manager as well as other pre-implementation expenses to address IDEAS requirements.

General Administrative Support Services (-\$387,000 and -14 FTE)

In order to fund the above needed increases, coupled with the absorption of 50 percent of the 1992/1993 pay raise, General Administrative Support Services will decrease by \$387,000 and 14 FTE. In order to accomplish the decrease, reductions in Administrative support personnel will be taken in several program components. With increased efficiency of operations, and availability of new automated tools for records maintenance, reporting and tracking, some costs savings are possible. In addition, on-site reviews of field activities with hands-on assistance to managers in conducting and improving administrative activities will be reduced in frequency.

Distribution of change by object class

The distribution by object class of the increase of \$488,000 and decrease of 14 FTE is as follows:

	FTE	Amount
Personnel compensation	-14	-\$512,000
Personnel benefits		- 128,000
Travel and transportation of persons		40,000
Transportation of things		25,000
Rents, communications, and utilities		40,000
Printing and reproduction		12,000
Other services		851,000
Supplies and materials		110,000
Equipment		<u>50,000</u>
Total		+\$488,000

BUREAUWIDE FIXED COSTS

The bureauwide fixed costs category includes funding for certain essential Bureau-wide program support costs which are relatively uncontrollable by BLM, and, because of the nature of the origination and billing arrangements for these items, it is more effective and efficient to budget and pay them on a central basis. This includes space rental payments to GSA and to private lessors, FTS 2000 charges and some of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to the Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

(dollars in thousands)

Program Element	1991 Actual	1992 Enacted To Date	1993 Base and Estimate
Space Rental	(32,657)	(32,476)	(33,456)
GSA Rental Space	22,283	21,021	21,201
Space Controlled by BLM	10,374	11,455	12,255
General Purpose Wire Commun.	(9,216)	(10,570)	(8,033)
FTS	3,885	5,752	3,215
Commercial Telephone	5,051	4,542	4,542
Facsimile Equipment	280	276	276
Permanent Change of Duty Station	3,868	2,482	2,482
Mail and Postal Service	2,240	1,975	1,950
Injured Employee Compensation	4,431	4,891	4,932
Unemployment Compensation	1,725	2,673	2,998
Departmental Services	<u>1,104</u>	<u>1,012</u>	<u>1,028</u>
Total, Bureauwide Fixed Costs	\$55,241	\$56,079	\$54,879

Base Program

Space Rental - The 1993 Base and Estimate level is \$33,456,000, which includes the following:

GSA Rental Space - \$21,201,000 is for GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

Space Controlled by BLM - \$12,255,000 is the estimate of rent costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications - The 1993 Base and Estimate level is a total of \$8,033,000.

The FTS 2000 estimate of \$3,215,000 for intercity service was provided by the Department and is based on time minute usage. The new FTS 2000 system was phased in at BLM during 1990, 1991, and 1992 with final data line conversion in early 1992.

The general purpose commercial telephone cost estimate to be paid by this activity is \$4,542,000 for local basic general purpose telephone services. The amount of \$276,000 is provided for use of facsimile equipment transmission line costs. Some other telephone system and facsimile transmission costs, especially those related directly to a program function such as firefighting and other programs, are paid by the benefiting program subactivities.

Permanent Change of Duty Station (PCS) Costs - The 1993 Base and Estimate level is \$2,482,000.

The portion of the BLM's permanent change of duty station (PCS) costs which are related to interstate moves of employees at GS/GM-13 level and above for Bureauwide management purposes are paid from this category. Because of the rapid rise in interstate PCS move costs, particularly real estate reimbursement, portions of these costs amounting to approximately \$3,000,000 are also charged to other program subactivities on a pro-rata basis. The primary reasons for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program activity or subactivities since those moves are primarily related to program accomplishment purposes. PCS moves of employees to different duty stations within a State Office's jurisdiction are paid by the funds allocated at the State Office level in the benefiting program subactivities.

Mail and Postal Service - The 1993 Base and Estimate level is \$1,950,000.

The U.S. Postal Service (USPS) assesses the BLM for mail and postal service. The 1993 Estimate includes increases for the postal rate increase which took effect during 1992. The estimate also includes efforts to use postage service classes more efficiently and the effect of reduced use of the U.S. mail due to electronic communications and private express services options. We anticipate no change in the volume of mail from the 1992 level.

Injured Employee Compensation - The 1993 Base and Estimate level is \$4,932,000.

The Department of Labor (DOL) annually bills the BLM for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. The Base and Estimate level for 1993 is the preliminary amount provided by the Department.

Unemployment Compensation - The 1993 Base and Estimate level is \$2,998,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund in the Department of Labor by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund. The Base and Estimate level for 1993 was provided by the Department.

Departmental Services - The 1993 Base and Estimate level is \$1,028,000.

This estimate represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services. Both the Base and the Estimate include a small increase for costs assigned to the Bureau for administrative services provided on a Department-wide basis. In 1993, costs of the overall services provided will increase as a result of pay raises. In addition, the employee training centers will be undergoing an expansion and a new center will be opened in Anchorage, Alaska.

AVIATION MANAGEMENT

Base Program

The Base program level for aviation management is \$1,453,000 and 20 FTE.

Aviation resources (both fixed wing and helicopter) are used extensively by BLM in the multiple-use management of the Public Land. Approximately 60 percent of the annual aircraft use by BLM is related to law enforcement activities and renewable resource management programs. The remaining 40 percent is associated with the detection and suppression of wildfires.

Aviation management in BLM includes the development and implementation of policy and procedures which facilitate the deployment of a variety of aircraft specifically to accomplish natural resource management missions. These missions are typically conducted in a high risk, low-level flight environment which demands tighter management controls and more sophisticated piloting skills.

Examples of BLM's mission uses of aircraft are to conduct range use supervision and monitoring of grazing allotments; to monitor and detect unauthorized or illegal use of recreation, wilderness and cultural resources; to accomplish wildlife census, to inventory and monitor habitat conditions; and analyze changes in land form and vegetative conditions as a method of verifying whether management practices are meeting resource management objectives and program goals. Resource protection, health and safety, oil and gas, and mining law administration programs each require inspection and enforcement activities. Many of these practices are conducted with the use of aircraft.

The highest priority in the aviation management program is safety. Risk management is used as a systematic approach to increase flight safety by recognizing and reducing risk factors and developing an accident prevention program. This involves procedures for operational evaluation; analysis and recognition of hazardous trends; accident investigation and prevention plans; and flight safety training courses. These efforts have proven effective in lowering incident/accident rates.

New technology is also being introduced to improve flight safety and supplement the capability to track flight location on a continuous basis. The use of Satellite Tracking Stations Systems now under development will allow two-way communications between ground stations and aircraft in geographic locations where voice communications are lost. Such systems have the potential to be one of the most significant improvements in safety, communications, and rescue procedure ever available to non-military agencies.

BLM aviation managers in the various field offices provide the expertise to ensure the successful achievement of program objectives. They are responsible for reviewing aviation operational plans, implementing risk management systems, and monitoring aviation business to provide efficient and effective aircraft resources. This responsibility includes technical procedures reviews of field operations to establish quality control and standardization. They ensure that adequate safety training and education are provided for personnel who use, supervise, or manage aviation resources. Specialized aviation operational support and technical guidance to the field including program coordination, special projects development and support, aircraft accident investigations, and safety systems coordination is provided from the specialists at Boise Interagency Fire Center.

Decrease from 1993 Base

	1993 Base	1993 Estimate	Difference
\$	1,453	1,418	-35
FTE	(20)	(20)	(---)

The 1993 Estimate is a decrease of \$35,000.

The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The decrease from the base will be accomplished by reducing the amount of funding made available for interagency aviation coordination and equipment which will slow down development and implementation of standardized policies and procedures. In addition, technical procedures reviews of field operations to establish quality control and standardization will be reduced in frequency.

Distribution of change by object class

The object class detail for the decrease of \$35,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$15,000
Transportation of things		4,000
Equipment		<u>16,000</u>
Total		-\$35,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Management of Lands
and Resources

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....		259846		253324		-6522
11.3 Positions other than permanent....		14177		13821		-356
11.5 Other personnel compensation.....		6636		6470		-166
11.8 Special personal services payments		376		366		-10
Total personnel compensation	7689	281035	7496	273981	-193	-7054
Other Objects						
12.1 Personnel benefits.....		67700		66000		-1700
13.0 Benefits to former employees.....		6000		6000		0
21.1 Travel and transportation of persons.....		18200		17950		-250
22.0 Transportation of things.....		13600		13550		-50
23.1 Standard level user charges.....		21470		21470		0
23.2 Rental payments to others.....		12401		12401		0
23.3 Communications, utilities, and miscellaneous charges.....		13893		14600		707
24.0 Printing and reproduction.....		3250		3250		0
25.0 Other services.....		68000		76245		8245
26.0 Supplies and materials.....		14000		16200		2200
31.0 Equipment.....		14000		20500		6500
32.0 Lands and structures.....		2000		2000		0
41.0 Grants, subsidies, and contrib....		2000		2000		0
42.0 Insurance claims and indemnities..		100		100		0
Total Requirements.....		537649		546247		8598



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	497,485	532,149	546,247
Outlays.....	461,553	561,242	544,414
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	497,485	532,149	546,247
Outlays.....	461,553	561,242	544,414
	=====	=====	=====

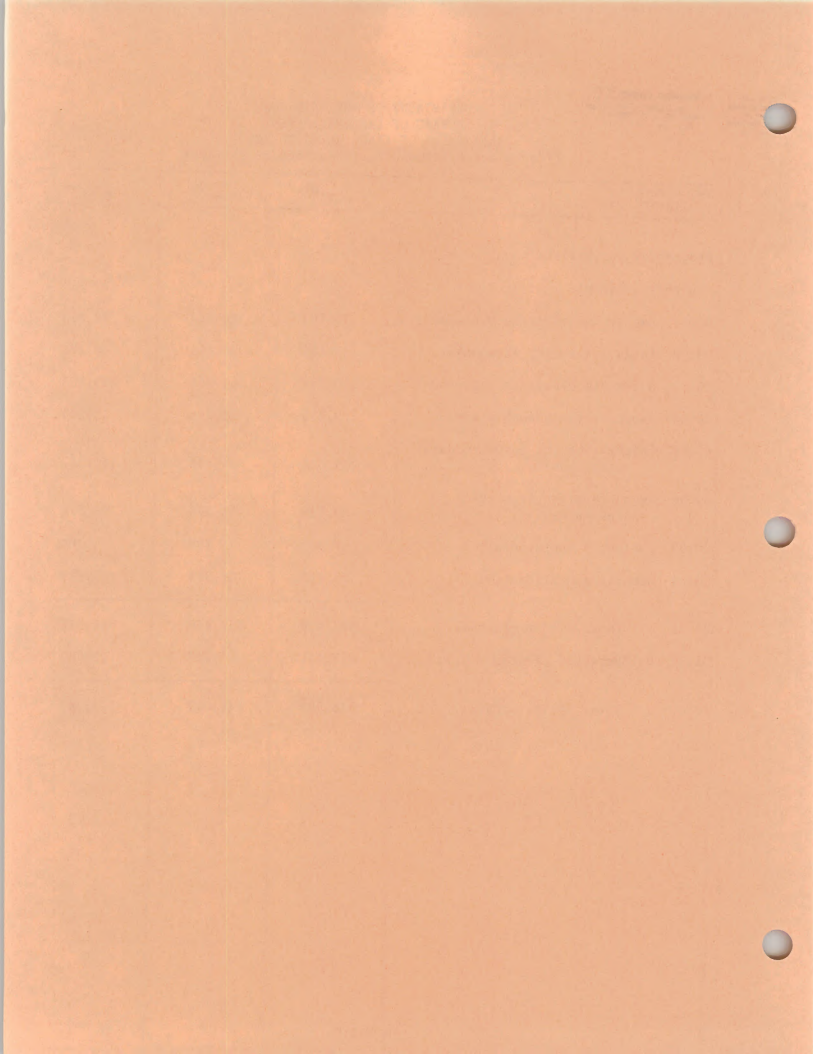
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STANDARD FORM 300
 July 1964, Bureau of the Budget
 Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
 BUREAU OF LAND MANAGEMENT
 MANAGEMENT OF LANDS AND RESOURCES
 Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1109-0-1-302			
Program by activities:			
Direct program:			
00.01 Energy and minerals management...	75,163	80,354	72,850
00.02 Lands and realty management.....	39,185	40,516	39,173
00.03 Renewable resources management...	150,992	161,366	163,463
00.04 Resource management planning....	9,450	9,705	10,055
00.05 Information and resource data management.....	47,536	46,048	61,217
00.06 Resource protection and maintenance.....	83,526	91,576	96,570
00.07 Emergency operations.....	305	300	300.
00.08 General administration.....	97,310	102,584	102,919
00.91 Total direct program.....	503,466	532,449	546,547
01.01 Reimbursable program.....	12,441	13,600	26,900
10.00 Total obligations.....	515,908	546,049	573,447

101-1109-0-1-302-00000

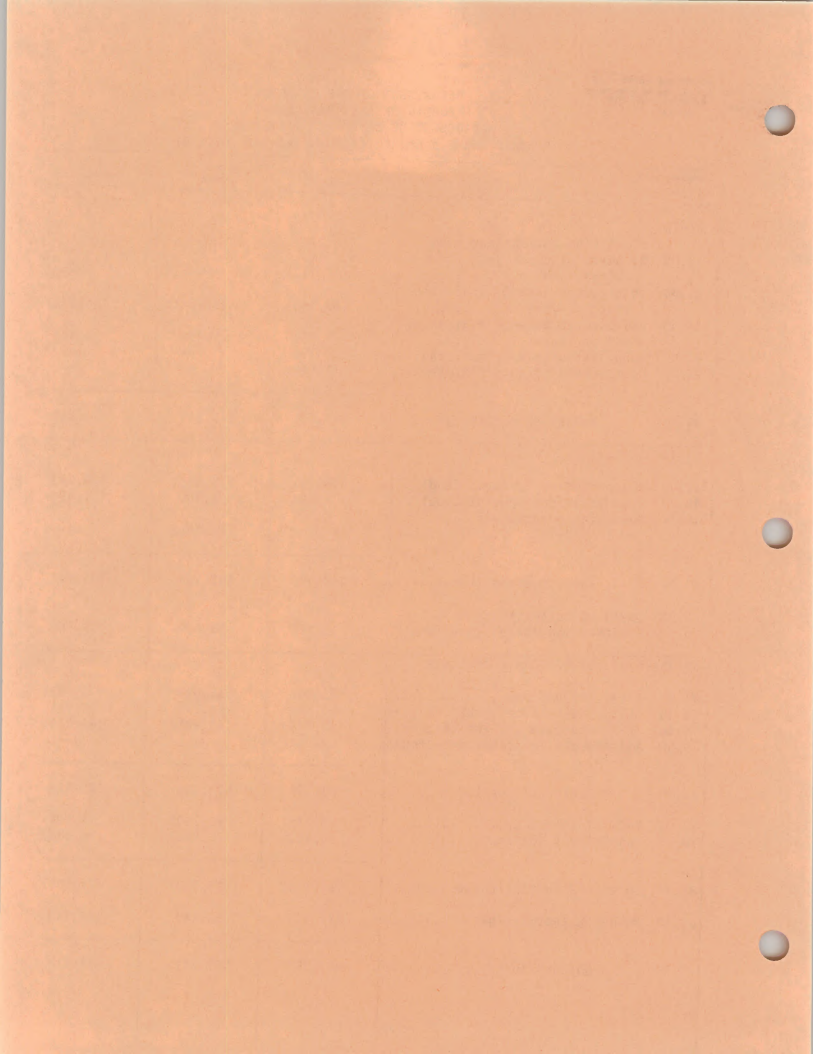


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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-1109-0-1-302			
Financing:			
Offsetting collections from:			
17.00 Recovery of prior year obligations.....	(7)	---	---
21.40 Unobligated balance available, start of year.....	(10,960)	(5,534)	(5,234)
24.40 Unobligated balance available, end of year.....	5,534	5,234	4,934
25.00 Unobligated balance expiring....	776	---	---
25.10 Unobligated balance restored....	(1,610)	---	---
39.00 Budget authority.(gross)...	509,641	545,749	573,147
Budget authority:			
40.00 Appropriation (general fund)....	496,291	537,540	544,797
40.20 Appropriation (special fund)....	1,194	1,400	1,450
40.76 Reduction pursuant to P.L. 102-154.....	---	(6,791)	---
43.00 Appropriation (total).....	497,485	532,149	546,247
68.00 Spending authority from offsetting collections.(new)...	12,156	13,600	26,900
Relation of obligations to outlays:			
71.00 Total obligations.....	515,908	546,049	573,447
72.40 Obligated balance, start of year.	50,546	92,738	63,945
74.40 Obligated balance, end of year...	(92,738)	(63,945)	(66,078)
78.00 Adjustments in unexpired accounts	(7)	---	---
87.00 Outlays.(gross).....	473,709	574,842	571,314
88.00 Federal funds.....	(6,713)	(8,100)	(8,100)
88.40 Non-Federal sources.....	(5,443)	(5,500)	(18,800)
88.90 Total, offsetting collections...	(12,156)	(13,600)	(26,900)
89.00 Budget authority (net).....	497,485	532,149	546,247
90.00 Outlays.(net).....	461,553	561,242	544,414



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July 1964, Bureau of the Budget
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-1109-0-1-302			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	225,246	250,274	253,324
11.3 Other than full-time permanent..	12,290	13,655	13,821
11.5 Other personnel compensation....	5,522	6,390	6,470
11.8 Special personal services payment.....	555	363	366
11.9 Total personnel compensation..	243,613	270,682	273,981
12.1 Civilian personnel benefits.....	55,508	63,175	66,000
13.0 Benefits for former personnel....	6,156	6,000	6,000
21.0 Travel and transportation of persons.....	16,007	17,750	17,950
22.0 Transportation of things.....	12,001	13,300	13,550
23.1 Rental payments to GSA.....	19,537	21,290	21,470
23.2 Rental payments to others.....	10,504	11,600	12,401
23.3 Communications, utilities, and miscellaneous charges.....	14,411	14,400	14,600
24.0 Printing and reproduction.....	3,170	3,200	3,250
25.0 Other services.....	71,583	70,952	76,545
26.0 Supplies and materials.....	15,885	16,000	16,200
31.0 Equipment.....	30,119	20,000	20,500
32.0 Land and structures.....	2,564	2,000	2,000
41.0 Grants, subsidies, and contributions.....	2,284	2,000	2,000
42.0 Insurance claims and indemnities..	126	100	100
44.0 Refunds.....	(1)	---	---
99.0 Subtotal, direct obligations....	503,467	532,449	546,547



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Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302		91 19 actual	92 19 estimate	93 19 estimate
Reimbursable obligations:				
Personnel compensation:				
11.1	Full-time permanent.....	5,319	6,875	12,510
11.3	Other than full-time permanent.....	829	1,110	2,020
11.5	Other personnel compensation.....	93	200	365
11.8	Special personal services payment.....	21	---	---
11.9	Total personnel compensation.....	6,262	8,185	14,895
12.1	Civilian personnel benefits.....	1,221	1,630	2,971
21.0	Travel and transportation of persons.....	624	790	1,450
22.0	Transportation of things.....	245	275	500
23.2	Rental payments to others.....	11	50	75
23.3	Communications, utilities, and miscellaneous.....	263	350	500
24.0	Printing and reproduction.....	68	75	125
25.0	Other services.....	2,038	695	3,834
26.0	Supplies and materials.....	635	500	1,000
31.0	Equipment.....	1,066	1,000	1,500
32.0	Lands and structures.....	---	50	50
41.0	Grants, subsidies, and contributions.....	8	---	---
99.0	Subtotal, reimbursable obligations.....	12,441	13,600	26,900
99.9	Total obligations.....	515,908	546,049	573,447



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STANDARD FORM 300
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Circular No. A-11, Revised.
300 - 101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1109-0-1-302			
Direct: Total compensable workyears:			
Full-time equivalent employment.....	7,209	7,689	7,496
Full-time equivalent of overtime and holiday hours.....	112	125	123
Reimbursable: Total compensable workyears:			
Full-time equivalent employment.....	226	275	482
Full-time equivalent of overtime and holiday hours.....	2	4	7

NO : 1961 0 - 24-2-26 (6/3/64)



Appropriation Summary Statement

Appropriation: Fire Protection

This account was established in 1990 to fund all aspects of the Interior Department's firefighting mission. Beginning in 1992, Congress separated emergency firefighting costs from this account and it now funds only the non-emergency, predictable portion of the Department's fire program. It provides funding for the fire protection (Program Management and Presuppression) programs of the Bureau of Land Management (BLM), National Park Service (NPS), Fish and Wildlife Service (FWS), and Bureau of Indian Affairs (BIA). The financial aspects of this account are administered by BLM for the Departmentwide program. Funds from this account are made available by allocation from BLM to the other Interior bureaus for their use in conducting their fire programs according to the fire management plans and policies developed by the bureaus.

Appropriations to cover the full range of non-emergency fire program costs provide a stable funding source for the predictable fire protection operations (program management and presuppression), which must take place regardless of the severity of any given fire season.

Appropriation Language Sheet

[FIREFIGHTING]

FIRE PROTECTION

For necessary expenses for fire management, emergency rehabilitation, firefighting, fire suppression, and other related emergency actions by the Department of the Interior, [\$122,010,000] *\$119,560,000* to remain available until expended: *Provided*, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, in fiscal 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements.

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668dd - 668ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 43 U.S.C. 1601; 43 U.S.C. 1748; P.L. 102-154, Department of the Interior and Related Agencies Appropriations Act, 1992.)

Justification of Proposed Language Changes

Fire Protection

1. Deletion: [Firefighting]
Addition: *Fire Protection*

The title change is made to provide a more descriptive designation of how the funds are actually used. It also reduces confusion with the title of the Emergency Department of Interior Firefighting Fund account.

2. Addition: *Provided further, That notwithstanding any other provision of law, in fiscal 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements.*

The language allows agencies to provide reimbursement to employees for funds expended to obtain State licenses and certifications which are necessary to comply with State or Federal laws, regulations, or requirements. Many States are starting to require licenses or certifications to perform tasks related to handling toxic or hazardous substances, such as used in fire programs.

Appropriation Language Citations

Appropriation: Fire Protection

[FIREFIGHTING]

FIRE PROTECTION

For necessary expenses for fire management, emergency rehabilitation, firefighting, fire suppression, and other related emergency actions by the Department of the Interior, [§122,010,000] *\$119,560,000* to remain available until expended: *Provided*, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, in fiscal 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements.

16 U.S.C. 1
16 U.S.C. 594
16 U.S.C. 668dd - 668ee
42 U.S.C. 1856
42 U.S.C. 5121
43 U.S.C. 1601
43 U.S.C. 1748

16 U.S.C. 1 provides basic authority for the Secretary of the Interior to provide for fire protection and suppression on National Park system lands.

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve from fire, disease, or the ravages of beetles or other insects, timber on the Public Lands owned by the United States.

16 U.S.C. 668dd-ee provides the basic authority for the Secretary of the Interior to provide fire management and suppression on National Wildlife Refuge System Lands.

42 U.S.C. 1856 provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

42 U.S.C. 5121 provides the authority for Federal agencies to assist State or local governments during emergencies as directed by the President.

43 U.S.C. 1601 provides that Alaska Natives continue to receive wildfire protection for 20 years or until they become economically self-sufficient.

43 U.S.C. 1748 provides basic authority for the Secretary of the Interior to protect the Public Lands and associated resources from destruction by fire.

Summary of Requirements

(Dollar in Thousands)

APPROPRIATION: FIRE PROTECTION		FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992				1861	120473
REPAYMENT OF PRIOR YEAR TRANSFER					-5000
ADJUSTED APPROPRIATION, 1992				1861	115473
INTERNAL ADJUSTMENTS:					
ADJUSTMENT TO REFINE PROGRAMS					
TO: PROGRAM MANAGEMENT (FWS)			592		
FROM: PRESUPPRESSION (FWS)			-592		
NET INTERNAL ADJUSTMENTS				0	0
ADJUSTMENTS TO BASE:					
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS			300		
ADJUSTMENT FOR FY 1992 AND FY 1993 PAY INCREASE			1936		
ADJUSTMENT FOR HEALTH INSURANCE BENEFITS			464		
ADJUSTMENT FOR ONE LESS PAID DAY IN 1993			-350		
ADJUSTMENT FOR REPAYMENT OF PRIOR YEAR TRANSFER			5000		
TOTAL ADJUSTMENTS TO BASE				0	7350
1993 BASE BUDGET				1861	122823
Program Changes (Changes to base budget, detailed below)				0	-3263
TOTAL REQUIREMENTS (1993 ESTIMATE)				1861	119560

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amt	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
PROGRAM MANAGEMENT	443	25512	440	31663	440	32774	440	32199	0	536	0	-575
PRESUPPRESSION	1329	75523	1421	88810	1421	90049	1421	87361	0	-1449	0	-2688
WILDFIRE SUPPRESSION	288	59818	0	0	0	0	0	0	0	0	0	0
EMERGENCY REHABILITATION	51	7025	0	0	0	0	0	0	0	0	0	0
EMERGENCY TRANSFERS	0	5000	0	-5000	0	0	0	0	0	5000	0	0
TOTAL REQUIREMENTS	2111	172878	1861	115473	1861	122823	1861	119560	0	4087	0	-3263

Justification of Base Adjustments

Fire Protection

	FTE	(\$000)
Internal Adjustments:		
To: Program Management (FWS)	---	\$592
From: Presuppression (FWS)	---	-\$592

The adjustment is to transfer funds from the presuppression subactivity to the program management subactivity for the Fish and Wildlife Service (FWS) program. This adjustment allows for adequate funding of staff in the program management subactivity.

Other Base Adjustments:	(\$000)
	1992 Est/1993 Change
	1992 FTE/1993 Change

CSRS/FERS Retirement Costs \$7,780/+\$300

The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.

Additional Costs in FY 1993 of the January 1992 and January 1993 Pay Raises \$111,475/+\$1,936

The adjustment is for an additional amount of \$586,500 needed in 1993 to fund 50 percent of the one additional quarter of costs associated with the 4.2 percent pay raise effective in January 1992 and for an additional amount of \$1,349,500 needed in 1993 to cover 44 percent of the estimated costs associated with the 3.7 percent pay raise that will be effective in January 1993.

One Less Paid Day in FY 1993 NA/- \$350

The decrease in personnel compensation results from there being one less paid day in 1993 than in 1992.

Health Insurance Benefits \$4,425/+\$464

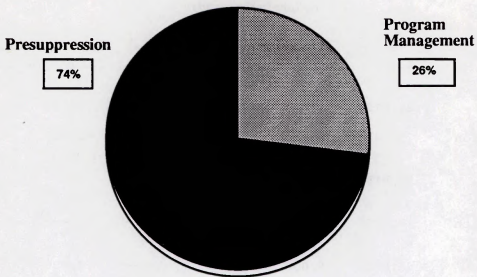
The adjustment is for extraordinary increases in the cost of funding the Bureau's share of Federal health benefit plans.

Adjustment for Repayment of Prior Year Transfer NA/+\$5,000

The adjustment is to account for repayment of funds borrowed under Section 102 of the 1991 Interior and Related Agencies Act to cover 1991 firefighting obligations in excess of available Budget Authority. Repayment was made from the 1992 appropriation. The transfer did not affect the level of funds available in total to finance 1992 non-emergency firefighting programs in the Department.

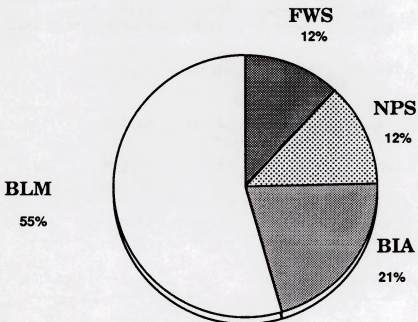
FIRE PROTECTION

Proportion of Total 1993 Request by Activity
(Numbers represent percent of total)



FIRE PROTECTION

Proportion of Total 1993 Request by Bureau
(Numbers represent percent of total)



Justification of Program and Performance

Appropriation: Fire Protection

Department of Interior

Summary By Activity

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Program Management	25,512	31,663	32,774	32,199	+536	-575
Presuppression	75,523	88,810	90,049	87,361	-1,449	-2,688
Wildfire Suppression	59,818	---	---	---	---	---
Emergency Rehabilitation	7,025	---	---	---	---	---
Emergency Transfer	5,000	-5,000	---	---	5,000	---
Total, Fire Protection	172,878	115,473	122,823	119,560	4,087	-3,263

Summary By Bureau

(dollars in thousands)

Bureau	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Bureau of Land Management	100,280	65,864	66,983	65,479	-385	-1,504
Fish and Wildlife Service	14,108	14,376	14,644	14,237	-139	-407
National Park Service	22,015	15,123	15,515	14,976	-147	-539
Bureau of Indian Affairs	31,475	25,110	25,681	24,868	-242	-813
Emergency Transfer	5,000	-5,000	---	---	5,000	---
Total, Department	172,878	115,473	122,823	119,560	4,087	-3,263

Authorization

- 43 U.S.C. 1701 *et seq.* The *Federal Land Policy and Management Act of 1976* provides for protection of Public Lands and resources from destruction by fire.
- 16 U.S.C. 594 The *Timber Protection Act of 1922* provides for mutual aid in fire protection.
- 42 U.S.C. 1856 The *Reciprocal Fire Protection Agreement Act of 1955* provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.
- 16 U.S.C. 668dd-668ee The *National Wildlife Refuge System Administration Act of 1966* constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."
- 42 U.S.C. 5121 The *Disaster Relief Act of May 22, 1974* authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.
- 43 U.S.C. 1601 The *Alaska Native Claims Settlement Act of 1971* provides that Natives continue to receive forest fire protection from the United States at no cost for 20 years or until they become economically self-sufficient.
- 16 U.S.C. 1 The *National Park Service Organic Act* provides basic authority for fire protection and suppression on National Park system lands.

Objectives

Department of the Interior

The objectives of the Fire Protection program in the Department of the Interior (DOI) are to:

- o Have the necessary forces, resources, and capabilities ready to suppress wildfires in order to preserve capability of lands to contribute toward meeting the resource, socioeconomic and multiple-use needs of the nation;
- o Give highest priority to preventing the disaster fire situation in which wildfire causes damages of such magnitude as to adversely affect management objectives or socioeconomic conditions of an area;
- o Utilize prescribed fire to protect and enhance resources; and
- o Conduct fire programs and prescribed fire activities in a manner consistent with bureau land use plan objectives.

Base Program

The Fire Protection appropriation includes funding for program management and presuppression, the predictable aspects of the DOI fire program, in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus for their program activities.

Prior to 1990, each bureau's fire fighting program was funded directly through each bureau's primary operating accounts. In most cases minimal funding was provided in the annual appropriations act. Emergency transfers made under the authority of Section 102 in the annual Department of the Interior Appropriations Acts provided the bulk of the funding needed to protect DOI lands and resources and to suppress wildfires. Repayment of the transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act.

Establishment of the "Firefighting" account in 1990 allowed the Department and the Congress to provide upfront funding for the majority of each bureau's program management and presuppression activities as well as partial funding for emergency costs. Section 102 transfer authority remained available to cover those emergency costs that would exceed appropriated levels during unusually severe fire seasons. The "Firefighting" account also permitted the Department to establish common definitions for programs, allowing Department-wide evaluation, analysis and accounting of firefighting programs.

In 1992 the "Firefighting" appropriation was split into two accounts, one for non-emergency program management and presuppression programs (now called "Fire Protection") and one for emergency wildfire suppression and emergency rehabilitation programs ("Emergency DOI Firefighting Fund").

General descriptions of the two program activities follow. More detailed program descriptions of each activity are included in the individual bureau descriptions.

Activity: Program Management - Includes overall program management and program planning costs for the fire program, particularly those costs that are not direct, level-of-effort costs associated with annual fire season workloads. Includes compensation for fire management staffs in the bureaus; all "fair share" and basic operational costs of the Boise Interagency Fire Center (BIFC) and the Alaska Fire Service (AFS); development and operation of the Initial Attack Management System (IAMS) and associated automatic lightning detection and weather station systems; basic fire communications systems; training development and management; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials; fire program research; and technical fire management input and support for planning and conducting of prescribed fires, including prescribed natural fire programs, but excluding hazard fuel reduction activities. Funding for indirect costs of contracting with Indian Tribes under P.L. 93-638 is included in this subactivity.

Activity: **Presuppression** - Covers costs of preparations for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureaus' fire management plans to prepare for the annual fire season. Includes compensation for permanent, seasonal and furloughable fire management personnel and support staff performing presuppression work; expendable and capital equipment that is directly related to fire suppression work; equipment operation and maintenance; training directly related to fire protection and suppression; contracts (including protection for certain lands or resources, aircraft availability, and flight time for reconnaissance); dispatching/logistical services; emergency communications equipment and services; special weather forecasting services; and administrative support. Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with fire management plans.

The fire research program that was initiated in 1992 (\$1,500,000) will be continued in the 1993 Base program level. The research initiative is managed by a chartered Research Working Team under direction of the DOI Fire Coordinating Committee. It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between fire, the environment, and various ecosystems that are managed by the four participating bureaus. Coordination of projects and priorities with the Forest Service (FS) is underway. Conduct of the proposed projects is through existing FS research labs and through contracts with universities.

Decrease from the 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	122,823	119,560	-3,263
(FTE)	(1,861)	(1,861)	(---)

Program Management and Presuppression: (-\$3,263,000)

The 1993 Estimate is a decrease of \$3,263,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The decrease will be accomplished by deferring filling vacant positions and a reduction in lower priority equipment purchases, training, hazard fuel reduction programs, management oversight, payment of indirect costs to Indian tribes with P.L. 93-638 contracts, and similar aspects of the program. The reductions will be accomplished in such a way as to continue preparedness activities for the 1993 fire season in order to protect lives, property, and resources.

The following justifications describe the fire programs and changes from the 1993 Base for each of the four bureaus in a separate narrative arrayed according to the standard budget structure. The programs are described in the following order: Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs.

Activity Summary

Bureau of Land Management

(dollars in thousands)

Activity		1991	1992	1993	1993	Inc. (+)	Inc. (+)
		Actual	Enacted To Date			Dec. (-) from 1992	Dec. (-) from Base
Program	\$	10,338	11,585	11,750	11,723	+138	-27
Management	(FTE)	(160)	(140)	(140)	(140)	(---)	(---)
Presuppression	\$	42,627	54,279	55,233	53,756	-523	-1,477
	(FTE)	(752)	(810)	(810)	(810)	(---)	(---)
Wildfire	\$	42,334	---	---	---	---	---
Suppression	(FTE)	(168)	(---)	(---)	(---)	(---)	(---)
Emergency	\$	4,981	---	---	---	---	---
Rehab.	(FTE)	(22)	(---)	(---)	(---)	(---)	(---)
Total	\$	100,280	65,864	66,983	65,479	-385	-1,504
Requirements	(FTE)	(1,102)	(950)	(950)	(950)	(---)	(---)

Justification of Program and Performance

Bureau: Bureau of Land Management
Activity: Program Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	11,585	11,750	11,723	+138	-27
(FTE)	(140)	(140)	(140)	(---)	(---)

Base Program

The 1993 Base level is \$11,750,000 and 140 FTE.

The priority BLM program management accomplishments planned for 1993 are as follows:

- o Initiate and develop fire operational plans, based on the BLM's approved fire management plans, and continue to refine and update the fire planning process;
- o Design, improve and conduct fire training programs to have a fully qualified, highly trained force of fire personnel ready and able to conduct the BLM fire management and suppression efforts.
- o Operate and maintain the Department of the Interior's share of the BIFC program in fire preparedness, logistical support, training and communications;
- o Operate and staff the BLM Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska;
- o Provide operation and maintenance for the Initial Attack Management System (IAMS);
- o Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas;
- o Increase fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass;
- o Continue to participate in the Departmental fire research effort that was established in 1992.

Program management is an integral part of the overall BLM mission to manage, protect and enhance the natural resources of the Public Land in order to preserve multiple-use capabilities to meet the Nation's resource requirements.

As one part of its mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on 443 million acres of lands, including both Public Land managed by BLM and on other lands through cooperative agreement or mutual exchange. BLM carries out its fire management responsibilities on the Public Land and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with other Federal and some State agencies;

and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land and the 2.4 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Land in Western Oregon.

BLM maintains and operates the Boise Interagency Fire Center (BIFC), a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service, and other Interior bureaus. BIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS), the BLM's equipment and fire science support groups, the Smokejumper program and the BLM fire training development center are also housed at BIFC. In 1993, the total DOI cost of BIFC operations is included in the BLM portion of the Fire Protection account. Non-Interior Department agencies continue to reimburse BLM for their shares of BIFC operations costs.

The BLM's Alaska Fire Service (AFS), located at Fairbanks, Alaska, provides fire protection to all Department of the Interior lands in Alaska and to applicable Alaska Native lands. The area protected includes approximately 266 million acres. The cost of the basic Alaska Fire Service management program is \$1,500,000. The total cost of AFS basic operations is included in the BLM portion of the Fire Protection account.

The Initial Attack Management System (IAMS) is an operational, computerized remote fire detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they could more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If wild fires can be attacked when they are small, under moderate to severe conditions, the chances of successfully suppressing them with the initial attack force are high. The result is that the cost of suppression is significantly lower than if fires escape initial attack efforts to become project size.

The basic IAMS system consists of 3 subsystems as follows:

- o An Automatic Lightning Detection System (ALDS) network;
- o Remote Automatic Weather Station (RAWS) network; and
- o The hardware and software linking the ALDS and RAWS with fire fuel data and fire behavior modeling features.

The IAMS computer software programming and the lightning detection network have been completed at the 1993 Base program level and emphasis will be shifting to operation and maintenance. In 1992, procurement was initiated for the next phase, Base IAMS, a 2-year program to integrate the Alaska IAMS and the Lower 48 IAMS systems, and to upgrade older field office computers and monitors to current IAMS standards and capability. The Base IAMS system upgrading is planned to be completed and fully operational in 1993. Some gaps in the RAWS optimum network remain, and will be covered in future years as funding permits.

The 1993 Base program level enables the BLM to support the National Interagency Wildland/Urban Interface initiative and the development of new techniques, equipment and training to fight fires in the wildland/urban interface zones. Recent demographic trends from urban to suburban living have greatly expanded urban-like development into areas previously considered rural, such as forested areas, semi-arid brush and range lands. With modern communications and transportation it is now possible to work at high paid technical jobs and live in rural areas. Consequently, in recent decades, homes of substantial value, which constitute a family's or individual's principal residence, have been constructed in "wildland" areas. This has created a significant wildland protection and firefighting zone known as the "wildland/urban interface."

The goal of the National Wildland/Urban Interface Initiative is the reduction of the loss of life, property and natural resources from fires occurring within the wildland/urban interface zone. The strategy involves national and local efforts to bring principal organizations together (i.e. architects, builders, planners, insurance industry, and firefighters) to develop recommended actions and effect a change in existing conditions.

Special emphasis will be focused on developing applications of new technologies in the use of water expansion systems (fire foams) such as those used in Yellowstone National Park in 1988 to protect structures. The BLM will also support the goals of the initiative through development and distribution of public information materials and continued National support of local field office activities addressing the initiative.

The 1993 Base program level enables BLM to continue its highly successful "greenstripping" initiative. Greenstripping is the placement of fire resistant vegetation to slow or stop wildfires. Greenstrips are planted at strategic locations to protect high resource value areas, defend wildland/urban interface zones, and to break up extensive highly flammable annual grass ranges into smaller units to avoid large catastrophic wildfires. To date, 280 miles or approximately 10,080 acres of greenstrips have been planted, primarily in southern Idaho. Even under recent drought and extreme fire conditions, greenstrips have proven effective, along with limited fire suppression support, in stopping the spread of wildfire and dramatically reducing suppression costs. In 1993, BLM plans to greenstrip an additional 1,800 acres.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	11,750	11,723	-27
(FTE)	(140)	(140)	(---

The 1993 Estimate is a net decrease of \$27,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

Program Management: (-\$277,000)

The net decrease includes a reduction in certain program management operations of \$277,000. This decrease will result in deferring complete implementation of all steps required for optimal program management under BLM's approved fire management plans. For example, some fire training course development and revision work will be deferred as well as some development of new fire prevention materials. Also, the BLM will defer the purchase of \$200,000 of new computer terminals planned for Base IAMS upgrading in 1993, intended for installation in district offices with traditional lighter fire workloads.

Enterprise for the Americas Initiative (+\$250,000)

An increase of \$250,000 is requested for BLM participation in the Secretary's Enterprise for the Americas Initiative. This increase is needed to permit the BLM to provide fire program technical assistance and in-country training to the Latin American countries in the subjects of fire management, fire prevention, and fire suppression, including the use of smokejumpers.

Distribution of change by object class

The object class detail for the decrease of \$27,000 is as follows:

	FTE	Amount
Travel and transportation of persons		+\$ 30,000
Printing and reproduction		+ 37,000
Other services		+ 200,000
Supplies and materials		- 40,000
Equipment		<u>- 200,000</u>
Total		-\$ 27,000

Justification of Program and Performance

Bureau: Bureau of Land Management
Activity: Presuppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	54,279 (810)	55,233 (810)	53,756 (810)	-523 (---)	-1,477 (---)

Base Program

The 1993 base level is \$55,233,000 and 810 FTE.

This activity includes the functions necessary for the BLM to take preparatory actions to have fire fighting forces and equipment available, trained, positioned, and ready to fight the 10-year average of 2,900 wildfires burning about 1,000,000 acres. The forces are positioned and allocated as provided in BLM's national, state, and district fire management plans.

Included in the Base program level are the costs of the following presuppression requirements: hiring, training, equipping and paying the basic 40-hour work week salaries and benefits for approximately 2,000 seasonal fire suppression personnel, and of other BLM career permanent, temporary, and seasonal fire suppression management and support personnel during the fire activation season; inspecting and servicing 400 fire trucks; making available, through contract, a minimum of 32 helicopters, 15 retardant aircraft, and 26 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 seasonal initial attack fire stations and transporting seasonal fire personnel to their duty stations; activating weather stations and automatic lightning detection facilities and lookouts; operating several firefighting dispatch, coordination and logistic support facilities; and providing communications equipment, networks and facilities. These activities take place during the designated activation periods of the fire season. To meet all aircraft support requirements of this mission the BLM uses full service contracts through the Office of Aircraft Services.

A National BLM Fire Plan was completed in 1991 that included a cost analysis to determine the most cost-effective preparedness levels for the average fire year. This analysis considered the relationship of the total costs of preparedness, suppression, and fire damages to achieve the optimal level of preparedness funding needed to minimize suppression costs and resource damages.

Also included in this activity is the hazard fuels reduction program to protect selected areas, particularly developments within and adjacent to the Public Land, e.g., the wildland/urban interface, from high wildfire risk. Hazardous fuels reduction may be accomplished through a variety of means including prescribed burning. Hazard reduction activities are in agreement with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

Decrease from 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$ (FTE)	55,233 (810)	53,756 (810)	-1,477 (---)

The 1993 Estimate is a decrease of \$1,477,000 from the Base. The 1993 Estimate level reflects the absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The National BLM Fire Plan that was completed in 1991 included a marginal cost analysis to determine the most cost-effective preparedness levels for the average fire year needed to minimize suppression costs and reduce resource damage. At the level of funding provided at the 1993 Estimate level, approximately 80 percent of the optimum level of the presuppression program, as identified in the plan, is available. At the 1993 request level, adjustments or reductions to the allocation of fire fighting assets, such as aircraft, supplies and equipment, will be made prior to the fire season.

Distribution of change by object class

The object class detail for the decrease of \$1,477,000 is as follows:

	FTE	Amount
Other services		\$1,000,000
Supplies and materials		377,000
Equipment		<u>100,000</u>
Total		-\$1,477,000

Activity Summary

Fish and Wildlife Service

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Program Mgmt. \$	3,111	3,275	3,937	3,835	560	-102
(FTE) (45)		(59)	(59)	(59)	(---)	(---)
Presuppression \$	10,200	11,101	10,707	10,402	-699	-305
(FTE) (141)		(169)	(169)	(169)	(---)	(---)
Wildfire \$	747	---	---	---	---	---
Suppression (FTE) (19)		(---)	(---)	(---)	(---)	(---)
Emergency \$	50	---	---	---	---	---
Rehabilitation (FTE) (1)		(---)	(---)	(---)	(---)	(---)
Total \$	14,108	14,376	14,644	14,237	-139	-407
Requirements FTE (206)		(228)	(228)	(228)	(---)	(---)

Justification of Program and Performance

Bureau: Fish and Wildlife Service
Activity: Program Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	3,275	3,937 1/	3,835	560	-102
FTE	(59)	(59)	(59)	(---)	(---)

Base Program

The Fish and Wildlife Service (Service) program management activity includes the overall fire program planning and management at refuges, hatcheries, research facilities, regional and Washington offices, and Boise Interagency Fire Center (BIFC). These funds provide for the overall management and planning for the Service's fire management program, especially those costs that are not direct, level-of-effort costs associated with annual fire season workloads. It includes all related costs of providing technical input, reviewing or developing fire management plans, fire dispatch plans, prescribed burning plans and plan amendments. Also, all related costs for providing technical input and support for planning of hazardous fuel reduction prescribed fires, training development, developing interagency agreements and contracts, interagency coordination, equipment costs for communications base systems, detection systems, and prevention activities are included within the program management subactivity. Support for the Alaska Fire Service (AFS) and fair share costs at BIFC have been consolidated under the Bureau of Land Management (BLM).

The Service has become a much more active participant in Interior firefighting activities with the establishment of an expanded program in 1990. Experience gained during the first two years of operations indicates a need to adjust funding between Program Management and Presuppression subactivities. To better match funding with FTE usage and distribution, a transfer of \$1.692 million to program management from presuppression is included in the base.

Decrease from the 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	3,937	3,835	-102
(FTE)	(59)	(59)	(--)

The 1993 Estimate is a decrease of \$102,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The reduction of \$102,000 from the Base level for program management will be achieved by deferring hiring for vacant positions and the purchase of updated communications equipment. This can be accomplished without jeopardizing the safety of Service employees or reducing the preparedness level.

1/ The 1992 Justification included a transfer of \$1.1 million from Presuppression to Program Management. However, a refined estimate totaling \$1.692 million is proposed for 1991 reprogramming. If the reprogramming is approved, the 1992 request as well as the 1993 Base would increase by \$592,000.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
Activity: Presuppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	11,101	10,707 1/	10,402	-699	-305
FTE	(169)	(169)	(169)	(---)	(---)

Base Program

The Service's presuppression activities include all aspects of preparedness for the annual wildfire season and for reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the fire management plans including salary of firefighting and support personnel, aircraft contract guarantees, equipment purchase, operation and maintenance, fire related training, dispatching and logistics operation, activation of field stations including utility and communications costs, supplies, and capitalized equipment directly related to the wildfire protection.

Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce non-activity fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with approved fire management plans and where fire protection is the initiating and benefiting subactivity. Hazard fuel reduction activities are performed in accordance with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

The Service ensures that all employees involved in the fire management program are fully trained by a staff of refuge fire management officers and fire ecologists who provide both a cadre of expertise and a reservoir of instructors. The Service uses national inter-agency standards as the basis for qualification of refuge employees to conduct prescribed burns. The Service, while meeting or exceeding interagency standards, focuses on time and cost efficiencies in implementing total fire management. These courses integrate prescribed fire, fire ecology, and management responsibilities within the standards.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	10,707	10,402	-305
(FTE)	(169)	(169)	(---)

The 1993 Estimate is a decrease of \$305,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

1/ The 1992 Justification included a transfer of \$1.1 million from Presuppression to Program Management. However, a refined estimate totaling \$1.692 million is proposed as a 1991 reprogramming. If the reprogramming is approved, the 1992 request as well as the 1993 Base would decrease by \$592,000.

The 1993 decrease of \$305,000 from the Base level will have an impact on presuppression activities. The Service is acquiring new refuges at the rate of about seven per year. Initiation of presuppression programs on these new refuges will be deferred. Activities to be delayed include equipment and supply acquisition, hazardous fuel reduction burning, and training. Postponement of these new activities will allow the Service to continue system-wide presuppression efforts without adversely affecting the preparedness level or the safety of Service employees.

Activity Summary

National Park Service

(dollars in thousands)

Activity		1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Program Management	\$ (FTE)	6,419 (128)	8,428 (160)	8,616 (160)	8,347 (160)	-81 (---)	-269 (---)
Presuppression	\$ (FTE)	6,433 (162)	6,695 (173)	6,899 (173)	6,629 (173)	-66 (---)	-270 (---)
Wildfire Suppression	\$ (FTE)	8,666 (---)	---	---	---	---	---
Emergency Rehabilitation	\$ (FTE)	497 (---)	---	---	---	---	---
Total Requirements	\$ (FTE)	22,015 (290)	15,123 (333)	15,515 (333)	14,976 (333)	-147 (---)	-539 (---)

Justification of Program and Performance

Bureau: National Park Service
Activity: Program Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	8,428	8,616	8,347	-81	-269
FTE	(160)	(160)	(160)	(---)	(---)

Base Program

Fire management at national parks, monuments, preserves and historical sites requires a professional focus unique to the National Park Service (NPS). The public, and many special interest organizations, maintain high expectations for the NPS, the caretaker of these special sites. That expectation includes the demand for national parks to be the showcase for America's ability to correctly manage fire in these natural ecological areas.

Program management provides the fundamental base structure for NPS fire management activities. This oversight and support are integral to the protection of natural and cultural resources, the public and structural improvements from wildfire. This subactivity is vital for planned and supervised management of fire in the complex natural ecosystems which must be maintained within the national parks.

The organization of the NPS is extremely decentralized. The NPS encompasses 80 million acres in 10 regions and oversees 356 field offices, of which 230 are in wildfire prone areas. A Washington Office staff and operational support staff at the Boise Interagency Fire Center, Boise, Idaho, are the focal points for Servicewide program management.

The following are key components within Program Management:

Program Management and Support: A total of 107 permanent fire-dedicated positions are funded in 37 parks, 10 Regional Offices, the Washington Office and BIFC. These positions provide managerial program oversight, technical expertise for fire activities and related support functions, and coordination for interagency fire management activities. Ninety-six of these positions were created in the last two years in response to deficiencies identified by the Interagency Fire Policy Review Team. Qualified and experienced personnel are mandatory for the successful application of fire management. Where possible, the NPS interfaces fire activities with other operational functions to maximize the efficiency of personnel, but complex park and regional programs (i.e., those with prescribed natural fire, prescribed burning and suppression) must maintain fire-dedicated staff rather than assign fire responsibilities as a collateral duty.

Prescribed Fire Management: The NPS manages 170 prescribed natural fires burning 47,000 acres in a normal fire year (third highest occurrence in a 10-year period). Revised program management guidelines require daily on-site monitoring of most of these fires in order to provide adequate information flow for line manager decisions. This monitoring is also essential for compliance with interagency preparedness plans which are used to determine whether new or existing prescribed natural fires can be allowed to continue based on the availability of standby suppression resources.

The NPS also carries out limited resource management prescribed burning under this subactivity to restore or maintain natural ecosystems and to protect cultural resources.

This activity also includes long-term fire effects monitoring. Parks monitor the long-term effects of prescribed burning on vegetative communities in order to assess whether burns are achieving program goals and objectives for fuels and ecosystem management. This monitoring must be carried out over several years in order to accurately assess long-term vegetative change. At present, 14 parks within the Western Region, 1 park in the Southwest Region, and 1 park in the Rocky Mountain Region are participating in this program.

Sixty-three seasonal personnel are employed for monitoring prescribed natural fires and fire effects.

National Oversight: National oversight activities include operational support for FIREPRO, the fire management planning and budget allocation system utilized by the NPS. FIREPRO utilizes custom-designed software on a minicomputer to determine park and regional program needs for initial attack preparedness, prescribed fire monitoring, permanent staffing, hazard fuels reduction, training, and equipment. Field offices enter information about fire occurrence, weather, fuel models, hazard fuels projects, and values at risk. Based on area-specific data on program workload, program complexity, and fire severity, the FIREPRO analyses determines appropriate staffing and funding levels for all parks and Regional Offices. This subactivity supports continued maintenance of existing custom programs along with refinements and improvements in the system.

The Branch of Fire Management also carries out field audits and program management reviews for all FIREPRO parks on a predetermined schedule. These audits maintain program integrity and provide information on how well FIREPRO meets program management needs.

Funding is provided for a contracted computer systems support staff, and data communications links with 241 parks, 10 Regional Offices, and other minicomputer and mainframe computer systems. The national office budget also funds the costs for all parks to link into the Administrative and Forest Fire Information Management System (AFFIRMS), through which they archive fire weather data. This includes the costs of satellite downlink from all Remote Automated Weather Stations (RAWS).

The national NPS fire office also provides centralized computer database programs to track fire overhead job qualifications for 5,000 NPS personnel and to compile daily fire situation reports distributed to interagency coordination centers and to all levels of NPS administration.

National Oversight also includes development of new training courses and NPS "fairshare" costs of interagency activities, the activities of the National Wildfire Coordinating Group and the Interior Fire Coordinating Committee, and interagency fire prevention activities. In 1992, the funding for BIFC and the Alaska Fire Service (AFS) is consolidated in the BLM.

Regional Oversight: This includes the cost of direct oversight and support of park fire programs by Regional Fire Management Officers. Regional Fire Management Officers conduct FIREPRO audits and program management reviews on a regular schedule. Regions also provide the majority of NPS support for interagency fairshare activities for wildfire suppression, including retardant bases, smokejumper bases, helicopter and other aircraft contracts, lookout towers, and Interagency Area Coordination Centers.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Decrease
\$	8,616	8,347	-269
(FTE)	(160)	(160)	(---)

The 1993 Estimate is a decrease of \$269,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The program decrease of \$269,000 from the 1993 Base will be achieved as follows:

1. Fire Effects Monitoring - \$55,000

This program will be reduced by approximately 18% resulting in dropping some of the 16 parks from the program in order to concentrate remaining resources in a few parks with the most active prescribed burning programs. The fire effects monitoring program provides information on long-term fuel and vegetative changes that are used in evaluating whether prescribed burning programs are meeting goals and objectives.

2. Resource Management Prescribed Burning - \$33,000

The program will be reduced by 26% resulting in a reduction of the number of prescribed burns from 39 to 29. These projects are designed to restore and maintain the natural and/or cultural influence of fire in fire dependent ecosystems.

3. Regional and National Oversight - \$164,000

This reduction will result in a reduced level of oversight activities including 30 site visits for field assistance, a reduced number of regional and park audits, reduced ADP support, and reduced contributions to Area Coordination Centers.

4. Fire Research Projects - \$17,000

Fire research activities will be reduced approximately 3.1%. This may result in eliminating certain projects, redefining goals, or lengthening the time frame for project completion.

Justification of Program and Performance

Bureau: National Park Service
Activity: Presuppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	6,695	6,899	6,629	-66	-270
FTE	(173)	(173)	(173)	(---)	(---)

Base Program

The presuppression activity includes funding for all actions taken to prepare for the normal year fire season (defined as the third highest fire occurrence level in a 10-year period of record). The length of the fire season varies from park to park, but is defined as the period in which there is at least a 10 percent chance of wildfire occurrence.

The success of this subactivity is dependent on the program management subactivity to be fully functional. NPS must be assured of a dependable level of staffing, equipment, and supplies in order to execute fire protection in the national parks.

The following are key components within Presuppression:

Initial Attack Preparedness: This involves hiring and training the 284 initial attack firefighters required to suppress the normal-year wildfire load of 905 fires burning 169,000 acres. It also involves inspecting and servicing 134 fire engines and numerous water trucks, pumps, chain saws, foam units, handtools, and other standard equipment and fire cache supplies in 230 parks in 10 Regions, providing arduous duty physicals for 2,200 fire personnel, maintaining NPS-owned fire vehicles, rental and mileage for additional vehicles during the fire season, and activating fire lookout towers and weather stations. The NPS uses full-service contracts through the Office of Aircraft Services to meet all aircraft support requirements for presuppression.

"Initial attack" is instrumental in preventing disaster size fires and reduction of total program costs. Fires successfully controlled during the first burning period often cost less than \$10,000 to suppress. Larger fires easily run into the millions of dollars for suppression. The availability of trained, experienced, and properly equipped initial attack forces during the first few minutes after discovery is the deciding factor between large or small fires.

NPS program management requires dedicated fire personnel to assure availability for suppression is not compromised by other Park Service obligations. Likewise, during fire actions NPS cannot always use other activity personnel for fire assignment which, if used for fire, could close down park functions and eliminate visitor access.

Hazard Fuel Reduction: Hazard fuels are those fuels whose proximity places structures, developments, visitor use areas and other values at unacceptable risk from wildfire. Often unnaturally large accumulations of fuels exist due to past fire suppression activities. Funding is provided to approximately 42 parks to carry out approximately 109 hazardous fuels reduction projects annually. These projects treat an average of 103,000 acres annually.

Capitalized Equipment: This subactivity includes the cyclical replacement and new purchase of major capitalized fire equipment, such as fire engines, slip-on pumps, weather stations, pumps, and computers. These purchases are necessary to maintain an efficient initial and extended attack response to wildfires and to carry out prescribed burning and hazard fuel reduction operations. The NPS purchases an average of 14 new or replacement fire engines each year. Very specialized equipment is required for fire suppression. The equipment must be of excellent quality to assure dependability and durability. Substandard equipment can jeopardize fire fighters safety. Specifications are national and interagency in scope to assure full on-the-fire compatibility with other wildland fire agencies.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Increase
\$	6,899	6,629	-270
(FTE)	(173)	(173)	(---

The 1993 Estimate is a decrease of \$270,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The decrease of \$270,000 from the 1993 Base will be absorbed as follows:

1. Training - \$50,000

The training budget will be reduced by about 8.4 percent. This will result in about 60 fewer training opportunities for fire personnel.

2. Capital Equipment - \$220,000

Capital equipment purchases will be reduced by 18 percent. This will require deferring the purchase of two fire engines and other equipment used to provide basic initial attack preparedness.

Activity Summary

Bureau of Indian Affairs

(dollars in thousands)

Activity		1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Program Management	\$ (FTE)	5,644 (103)	8,375 (81)	8,471 (81)	8,294 (81)	-81 (---)	-177 (---)
Presuppression	\$ (FTE)	16,263 (291)	16,735 (269)	17,210 (269)	16,574 (269)	-161 (---)	-636 (---)
Wildfire Suppression	\$ (FTE)	8,071 (101)	--- (---)	--- (---)	--- (---)	--- (---)	--- (---)
Emergency Rehabilitation	\$ (FTE)	1,497 (18)	--- (--)	--- (--)	--- (--)	--- (---)	--- (---)
Total Requirements	\$ (FTE)	31,475 (513)	25,110 (350)	25,681 (350)	24,868 (350)	-242 (---)	-813 (---)

Base Program

The 1993 Base funding level for the fire protection program is \$25,681,000 and 350 FTE. The fire program of the Bureau of Indian Affairs (BIA) involves fire management and presuppression activities, which include planned events or non-emergency situations.

For 1993, the BIA intends to continue its tradition of aggressive fire suppression on lands held in trust for the Indian people and to carry out these responsibilities cooperatively with other Federal and state fire agencies to achieve the most cost effective use of available public funds. Further, the BIA intends to provide all assistance legally available to us in assisting interested tribes to take over fire protection of their own lands under the provisions of the Indian Self Determination Act as amended. With the full and open cooperation of BIA's partner firefighting agencies, we feel this to be a readily achievable goal.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs
Activity: Program Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	8,375 (81)	8,471 (81)	8,294 (81)	-81 (---)	-177 (---)

Base Program

The Base funding level for program management is \$8,471,000 and 81 FTE. Fire program management costs includes overall management and program planning costs for the Bureau's firefighting program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. All permanent, full-time staff at the national, area and field level (including some of our aviation personnel), who work a majority of their time in managing the fire program receive part or all of their salary from this subactivity.

Interagency coordination and program development activities such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee are also funded in this category.

Within the BIA, forestry and primarily fire management bears the financial responsibility for the radio communications system used throughout the bureau. Likewise, this program bears primary fiscal responsibility for fire facilities maintenance and construction. It also bears responsibility for software development and maintenance; for the hardware costs of an independent automated fire information system developed to collect and disseminate fire program management data; and, for user applications.

1993 will see a continuation of efforts begun in 1991 and 1992 to integrate spatial data system technology into fire management planning and an effort to establish an air quality monitoring program in an attempt to define base line data needed to continue the bureau's prescribed fire program under state air quality regulations.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ FTE	8,471 (81)	8,294 (81)	-177 (---)

The 1993 Estimate is a decrease of \$177,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The reduction of \$177,000 in the program management portion of the BIA's program will come from any excess funds identified for P.L. 93-638 contract indirect cost reimbursement. Priority will be given to the use of carryover funds to absorb the reduction and little, if any, impact should be realized by tribes contracting the fire program under P.L. 93-638. Direct preparedness levels will not be affected by the identified reductions during 1993. The impact will be in deferred planning projects and air quality studies.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs
Activity: Presuppression

(dollars in thousands)

1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
16,735 (269)	17,210 (269)	16,574 (269)	-161 (---)	-636 (---)

Base Program

The Base funding level for presuppression is \$17,210,000 and 269 FTE. Presuppression covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the Bureau's Normal Fire Year Plans (NFYPs). NFYPs include costs of seasonal and permanent (less than full time) fire management personnel; fire-related expendable and capital equipment; equipment operation and maintenance; fire management training; fire protection contracts including aircraft availability and presuppression flight time; dispatching; logistics; communications; and administrative support.

Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means. The Bureau wishes to continue its active use of fire as a management tool during 1993 subject to tribal approval and resolution of the issue of smoke management jurisdiction on Indian lands.

The BIA employs between 1,000 and 1,500 less-than-full-time employees annually to provide for the day-to-day levels of readiness needed to protect Indian lands from wildfire. In addition, the Bureau trains and manages approximately 200 Native American firefighting crews which are employed throughout the country by other firefighting agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income to Indian people and the program is considered very important to tribal governments.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state, and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. These cooperative agreements are also funded in this category. Fifteen agencies are completely protected under this arrangement and numerous others receive partial protection through contracts.

The Bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands. Based upon total obligations for the period 1985-89, the bureau invested an average of \$0.26 per acre per year to carry out the fire management and presuppression phases of its protection responsibilities.

Decrease from 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	17,210	16,574	-636
FTE	(269)	(269)	(---)

The 1993 Estimate is a decrease of \$636,000 from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

The reduction of \$636,000 from the 1993 Base in the presuppression portion of the BIA's program will be distributed over funds identified for the replacement of worn out capitalized fire equipment as well as specific fire planning projects that can be postponed until the following year. Neither of these areas of reduction will appreciably impact preparedness levels for 1993, but will for future years.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Fire Protection

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						

11. Personnel compensation:						
11.1 Permanent positions.....		34511		34511		0
11.3 Positions other than permanent....		16170		16170		0
11.5 Other personnel compensation.....		500		500		0
11.8 Special personal services payments		0		0		0
	----	-----	----	-----	----	-----
Total personnel compensation	1861	51181	1861	51181	0	0
Other Objects						

12.1 Personnel benefits.....		10800		10800		0
21.1 Travel and transportation of persons.....		5200		5200		0
22.0 Transportation of things.....		4650		4650		0
23.2 Rental payments to others.....		1550		1550		0
23.3 Communications, utilities, and miscellaneous charges.....		1950		1950		0
24.0 Printing and reproduction.....		150		150		0
25.0 Other services.....		21729		19729		-2000
26.0 Supplies and materials.....		11300		10300		-1000
31.0 Equipment.....		12263		12000		-263
32.0 Lands and structures.....		1000		1000		0
41.0 Grants, subsidies, and contrib....		1000		1000		
42.0 Insurance claims and indemnities..		50		50		0
		-----		-----		-----
Total Requirements.....		122823		119560		-3263

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	172,878	115,473	119,560
Outlays.....	198,298	147,988	118,334
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	172,878	115,473	119,560
Outlays.....	198,298	147,988	118,334
	=====	=====	=====

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DEPARTMENT OF INTERIOR FIRE PROTECTION
Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1119-0-1-302			
Program by activities:			
00.01 Fire Management and Presuppression.....	100,136	130,122	119,560
00.02 Emergency operations.	79,001	6,773	---
00.91 Total direct program.....	179,137	136,895	119,560
01.01 Reimbursable program.....	7,022	5,000	5,000
10.00 Total obligations.....	186,159	141,895	124,560
Financing:			
17.00 Recovery of prior year obligations	(563)	---	---
21.40 Unobligated balance, start of year	(27,727)	(21,422)	---
24.40 Unobligated balance, end of year	21,422	---	---
25.00 Unobligated balance, expiring...	626	---	---
39.00 Budget authority..(gross).....	179,917	120,473	124,560
Budget Authority			
40.00 Appropriation.....	167,878	122,010	119,560
40.76 (Reduction pursuant to P.L. 102-154).....	---	(1,537)	---
41.00 Transferred to other accounts...	---	(5,000)	---
42.00 Transferred from other accounts..	5,000	---	---
43.00 Appropriation, (total).....	172,878	115,473	119,560
68.00 Spending authority from offsetting collections.(new)...	7,039	5,000	5,000
Relation of obligations to outlays:			
71.00 Total obligations.....	186,158	141,895	124,560
72.40 Obligated balance, start of year	65,477	45,735	34,642
74.40 Obligated balance, end of year...	(45,735)	(34,642)	(35,868)
78.00 Adjustments in unexpired accounts.	(563)	---	---
87.00 Outlays (gross).....	205,337	152,988	123,334
88.00 Federal funds.....	(7,039)	(5,000)	(5,000)
89.00 Budget authority.(net).....	172,878	115,473	119,560
90.00 Outlays (net).....	198,298	147,988	118,334



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DEPARTMENT OF INTERIOR FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1119-0-1-302			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	26,599	33,240	34,511
11.3 Other than full-time permanent.....	17,856	15,574	16,170
11.5 Other personnel compensation.....	17,141	2,000	500
11.8 Special personal services payments.....	12,649	1,000	---
11.9 Total personnel compensation.....	74,245	51,814	51,181
12.1 Civilian personnel benefits.....	9,956	10,400	10,800
21.0 Travel and transportation of persons.....	4,888	5,000	5,200
22.0 Transportation of things.....	4,871	4,500	4,650
23.2 Rental payment to others.....	1,394	1,500	1,550
23.3 Communications, utilities, and miscellaneous charges.....	1,770	1,900	1,950
24.0 Printing and reproduction.....	145	150	150
25.0 Other services.....	54,136	33,581	19,729
26.0 Supplies and materials.....	14,843	15,000	10,300
31.0 Equipment.....	10,519	11,000	12,000
32.0 Land and structures.....	1,203	1,000	1,000
41.0 Grants, subsidies, and contributions.....	1,110	1,000	1,000
42.0 Insurance claims and indemnities.....	47	50	50
43.0 Interest and dividends.....	8	---	---
99.0 Subtotal, direct obligations....	179,136	136,895	119,560

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
505-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DEPARTMENT OF INTERIOR FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1119-0-1-302			
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	997	1,038	1,075
11.3 Other than full-time permanent..	176	183	190
11.5 Other personnel compensation...	66	88	90
11.8 Special personal services payments.....	37	38	40
11.9 Total personnel compensation..	1,276	1,347	1,395
12.1 Civilian personnel benefits.....	342	356	370
21.0 Travel and transportation of persons.....	249	260	270
22.0 Transportation of things.....	123	130	135
23.2 Rental payments to others.....	9	25	25
23.3 Communications, utilities, and miscellaneous charges.....	134	50	50
24.0 Printing and reproduction.....	45	---	45
25.0 Other services.....	587	500	500
26.0 Supplies and materials.....	4,016	2,182	2,060
31.0 Equipment.....	241	150	150
41.0 Grants, subsidies, and contributions.....	1	---	---
99.0 Reimbursable obligations.....	7,023	5,000	5,000
99.9 Total obligations.....	186,159	141,895	124,560



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DEPARTMENT OF INTERIOR FIRE PROTECTION
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1119-0-1-302			
Direct:			
Total compensable workyears:			
Full-time equivalent employment....	2,111	1,861	1,861
Full-time equivalent of overtime and holiday hours.....	340	40	10
Reimbursable:			
Total compensable workyears:			
Full-time equivalent employment....	47	49	49
Full-time equivalent of overtime and holiday hours.....	2	2	2
Distribution of full-time equivalent employment by bureau:			
Bureau of Land Management.....	1,102	950	950
Fish and Wildlife Service.....	206	228	228
National Park Service.....	290	333	333
Bureau of Indian Affairs.....	513	350	350

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Appropriation Summary Statement

Appropriation: Emergency Department of the Interior Firefighting Fund

This account which funds the emergency and unpredictable aspects of the Interior Department's firefighting mission was established in 1992. It provides funding for the Wildfire Suppression and Emergency Rehabilitation programs of the Bureau of Land Management (BLM), National Park Service (NPS), Fish and Wildlife Service (FWS), and Bureau of Indian Affairs (BIA). The financial aspects of this account are administered by BLM for the Departmentwide program. Funds from this account are made available by allocation from BLM to the other Interior bureaus for their use in conducting emergency operations such as wildfire suppression and emergency rehabilitation.

Appropriations to cover the full range of emergency firefighting costs are based on the average annual emergency costs for the prior 10 years, updated for inflation. Section 102 authority remains available to cover those emergency costs that would exceed appropriated levels during unusually severe fire seasons. Amounts needed to replenish those transfers would not be subject to the limitations of the Budget Enforcement Act.

Appropriation Language Sheet

EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND

[For the purpose of establishing an "Emergency Department of the Interior Firefighting Fund" in the Treasury of the United States to be available only] For emergency rehabilitation and wildfire suppression activities of the Department of the Interior, [\$100,869,000] *\$113,640,000*, to remain available until expended: *[Provided, That all funds available under this head are hereby designated by Congress to be "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985: Provided further, That hereafter, beginning in fiscal year 1993, and in each year thereafter, only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, and such amounts shall hereafter be so designated] Provided, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements: Provided further, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation.*

(Department of the Interior and Related Agencies Appropriations Act, 1992.)

Justification of Proposed Language Changes

Emergency Department of the Interior Firefighting Fund

1. Deletion: [For the purpose of establishing an "Emergency Department of the Interior Firefighting Fund" in the Treasury of the United States to be available only]

This language is deleted because it is unnecessary. Congress established the Emergency Department of the Interior Firefighting Fund in 1992.

2. Deletion: [*Provided*, That all funds available under this head are hereby designated by Congress to be "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985: *Provided further*, That hereafter, beginning in fiscal year 1993, and in each year thereafter, only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, and such amounts shall hereafter be so designated]

This language is deleted because it is unnecessary. The language established the principle for 1993 and thereafter that any amounts in excess of the 10-year average emergency costs would be considered "emergency requirements" under the definitions of the Budget Control Act of 1985 and not subject to the caps of the Budget Enforcement Act of 1990.

3. Addition: *Provided, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes:*

This language allows the BLM to use funds appropriated in this account to reimburse other accounts which were used to fund severe emergency firefighting needs in the previous year under Section 102 authority.

4. Addition: *Provided further, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements:*

The language allows agencies to provide reimbursement to employees for funds expended to obtain State licenses and certifications which are necessary to comply with State or Federal laws, regulations, or requirements. Many states require licenses or certifications to perform tasks related to handling toxic or hazardous substances, such as used in fire programs.

5. Addition: *Provided further, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation.*

The language allows agencies to furnish meals and lodging to emergency firefighters hired under direct hire authority while they are engaged in wildfire suppression.

Appropriation Language Citations

Appropriation: Emergency Department of the Interior Firefighting Fund

[For the purpose of establishing an "Emergency Department of the Interior Firefighting Fund" in the Treasury of the United States to be available only]

For emergency rehabilitation and wildfire suppression activities of the Department of the Interior, [\$100,869,000] *\$113,640,000* to remain available until expended: [Provided, That all funds available under this head are hereby designated by Congress to be "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985: *Provided further*, That hereafter, beginning in fiscal year 1993, and in each year thereafter, only amounts for emergency rehabilitation and wildfire suppression activities that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985, and such amounts shall hereafter be so designated] *Provided*, That such funds also are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, in fiscal year 1993 and thereafter appropriations or funds available to the Department of the Interior for firefighting programs may be used to reimburse employees for the cost of State licenses and certification fees pursuant to their employment in the Department's firefighting activities and that are necessary to comply with State or Federal laws, regulations, or requirements: *Provided further*, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation. (Department of the Interior and Related Agencies Appropriations Act, 1992.)

Public Law 102-154

The Department of the Interior and Related Agencies Appropriation Act for 1992 established this account and the conditions of its relationships to the Balanced Budget and Emergency Deficit Control Act of 1985 and the Budget Enforcement Act of 1990.

Summary of Requirements

(Dollar in Thousands)

APPROPRIATION: EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	-----	-----	134	99598
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE.....	-----	-----	0	0
1993 BASE BUDGET.....	-----	-----	134	99598
Program Changes (Changes to base budget, detailed below).....	-----	-----	0	14042
TOTAL REQUIREMENTS (1993 ESTIMATE).....	-----	-----	134	113640

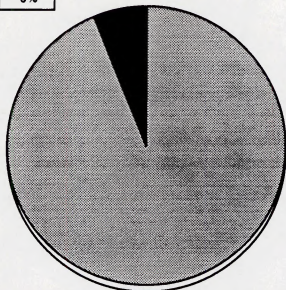
Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amt	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
WILDFIRE SUPPRESSION.....	0	0	124	92751	124	92751	124	106793	0	14042	0	14042
EMERGENCY REHABILITATION.....	0	0	10	6847	10	6847	10	6847	0	0	0	0
TOTAL REQUIREMENTS.....	0	0	134	99598	134	99598	134	113640	0	14042	0	14042

EMERGENCY DOI FIREFIGHTING FUND

Proportion of Total 1993 Request by Activity
(Numbers represent percent of total)

Emergency
Rehabilitation

6%



Wildfire
Suppression

94%

EMERGENCY DOI FIREFIGHTING FUND

Proportion of Total 1993 Request by Bureau
(Numbers represent percent of total)

FWS

3%

NPS

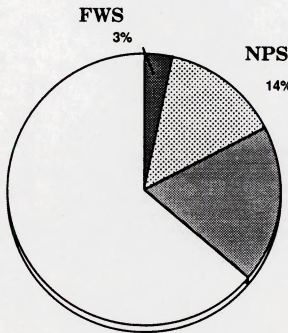
14%

BIA

19%

BLM

64%



Justification of Program and Performance

Appropriation: Emergency Department of the Interior Firefighting Fund

Department of Interior

Summary By Activity

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Wildfire Suppression	---	92,751	92,751	106,793	+14,042	+14,042
Emergency Rehabilitation	---	6,847	6,847	6,847	---	---
Total, Emergency DOI Firefighting	---	99,598	99,598	113,640	+14,042	+14,042

Summary By Bureau

(dollars in thousands)

Bureau	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Bureau of Land Management	---	60,947	60,947	73,070	+12,123	+12,123
Fish and Wildlife Service	---	3,229	3,229	3,708	+479	+479
National Park Service	---	14,568	14,568	15,349	+781	+781
Bureau of Indian Affairs	---	20,854	20,854	21,513	+659	+659
Total, Department	---	99,598	99,598	113,640	+14,042	+14,042

Authorization

P.L. 102-154

Section 102 of the *General Provisions of the 1992 Appropriations Act for the Department of the Interior and Related Agencies* authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Objectives

Department of the Interior

The objectives of the Emergency Department of the Interior (DOI) Firefighting Fund are to:

- o Suppress wild fires occurring on or threatening DOI lands in order to protect and enhance resources to preserve their capability to contribute toward meeting the natural resource, social and economic objectives of the Nation;
- o Give highest priority to preventing the disaster fire situation in which wildfire causes damages of such magnitude to occur that it adversely affects the management objectives or socioeconomic conditions of an area;
- o Consider wildfires that threaten life, structures, or are determined to be a threat to natural resources, as emergencies whose suppression will be given priority over other Departmental programs;
- o Conduct wildland fire programs in a manner consistent with bureau land use and management plan objectives; and
- o Administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

Base Program

The "Emergency Department of the Interior Firefighting Fund" appropriation includes funding for the emergency aspects of the DOI's wildland fire suppression and burned land rehabilitation programs in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus.

Prior to 1990, minimal funding for the fire fighting program was provided in the annual appropriations act. In order to fund the costs of emergency operations such as fire suppression and emergency rehabilitation, emergency transfers were made under the authority of Section 102 in the annual Department of the Interior Appropriations Acts to provide the bulk of the funding. Repayment of these transfers was accomplished through subsequent supplemental appropriations or through funds included in the next year's appropriations act. In 1990, the "Firefighting" account was established to provide a more stable source of funds for the DOI's fire programs, including both non-emergency, predictable costs and emergency operations costs.

Beginning in 1992, the emergency portion of the Department's fire program was separated from the fire protection (non-emergency) portion and funded through this separate appropriation in order to better distinguish between the emergency and non-emergency aspects of the program.

The 1993 request for appropriations for the emergency firefighting program is based on the annual average of emergency obligations incurred for the prior 10 years (1982-1991), updated for inflation. Under the terms of the 1992 Interior Appropriations Act language and Administration policy, amounts needed in excess of this request are deemed to be "emergency requirements" and not subject to the caps in the Budget Enforcement Act.

General descriptions of the two program activities follows. More detailed program descriptions of each activity are included in the individual bureau descriptions.

Activity: Wildfire Suppression - Covers costs of emergency or extraordinary presuppression measures and costs directly tied to suppressing active wildfire incidents. Emergency or extraordinary presuppression includes costs of escalated preparedness as defined in the bureaus' pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Costs of suppressing active wildfire incidents include costs of fire line, command, and support personnel (above the cost of their basic 40-hour work-week compensation), all wages of direct hire Emergency Fire Fighter (EFF) personnel, fire suppression aircraft flight operations and ramp support, logistical services costs for all employees assigned to the fire incident, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, the directly associated suppression incident administrative support (such as payroll, on-site purchasing, etc.), and the immediate measures to correct damages resulting from actions taken to suppress fires. All charges in this activity must be made to a specific fire incident number for tracking purposes.

Activity: Emergency Rehabilitation - Covers costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Includes such costs as reseedling to prevent immediate wind or water erosion and to prevent establishment of undesirable vegetative species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire shall not exceed three (3) years or two (2) full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in bureau operating accounts. All charges in this activity must be made to an incident or project number.

Increase from the 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	99,598 (134)	113,640 (134)	+14,042 (---)

The 1993 Estimate is an increase of \$14,042,000 to provide a total wildfire suppression level up to the level which equals the average annual cost of suppression for the period of the last 10 years, adjusted for inflation. Increases are summarized here and in the detailed bureau presentations that follow.

Firefighters constructing
fireline.



Wildfire Suppression: (+\$14,042,000)

The 1993 Estimate for wildfire suppression is based on an analysis of the actual suppression costs for each Interior bureau for a period of 10 years (1982-1991). Under the individual budget structures of the bureaus in that period, funding was not appropriated, nor accounted for, specifically by the category of "emergency operations." However, the Department and the bureaus have estimated costs for each bureau for each year during that period. Those estimates were then adjusted to 1993 dollars using the 1993 President's Budget economic assumptions.

The 1993 President's Budget continues to include Section 102 in the General Provisions for the Department of the Interior which provides the Secretary of the Interior with authority to make transfers of no-year funds to cover certain specified emergencies, including firefighting and emergency rehabilitation. If the 1993 Request is not sufficient to cover actual emergency operations costs in 1993, the authority provided in Section 102 will be used to make transfers of funds to cover the additional emergency firefighting costs.

The following justifications describe the programs and changes from the 1993 Base for each of the four bureaus in a separate narrative arrayed according to the standard budget structure. The programs are described in the following order: Bureau of Land Management, Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs.

Activity Summary

Bureau of Land Management

(dollars in thousands)

Activity	1991 Actual	1992 Enacted to Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Wildfire \$ Suppression (FTE)	--- (---)	56,118 (---)	56,118 (---)	68,241 (---)	+12,123 (---)	+12,123 (---)
Emergency \$ Rehab. (FTE)	--- (---)	4,829 (---)	4,829 (---)	4,829 (---)	--- (---)	--- (---)
Total \$ Requirements (FTE)	--- (---)	60,947 (---)	60,947 (---)	73,070 (---)	+12,123 (---)	+12,123 (---)

Justification of Program and Performance

Bureau: Bureau of Land Management
Activity: Wildfire Suppression

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	56,110	56,118	68,241	+12,123	+12,123
(FTE)	(---)	(---)	(---)	(---)	(---)

Base Program

The 1993 Base program for Wildfire Suppression is \$56,118,000.

The wildfire suppression program includes the costs of all actions directly associated with the suppression of a specific wildfire incident, except for the cost of normal work week (non-overtime) pay for permanent, career seasonal, and temporary seasonal firefighter, fire command and support personnel.

These costs include: flight time for aircraft; housing, feeding, and logistical services for all employees assigned to the fire incident; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistical support. Overtime pay of BLM permanent and temporary firefighters and fire command and support employees assigned to an active fire incident is also charged to this program. The full cost of pay to BLM non-fire management employees and to all Emergency Fire Fighters (EFFs) hired under direct hire authority assigned to the fire incident are charged to this subactivity.

All charges against this activity's funds must be coded to a specific incident number. Costs against the incident number begin when the first report of a fire is received and end when the equipment is returned to a state of readiness.

Actual suppression costs have varied significantly with the severity of any given year's fire occurrences. During more severe years, such as those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically. Also included are severity funds that are specifically authorized for extra measures taken during specific justified periods of abnormally extreme fire potential.

Increase from 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	56,118	68,241	+12,123
(FTE)	(---)	(---)	(---)

The 1993 Estimate is an increase of \$12,123,000 over the Base.

The requested increase will provide a total wildfire suppression level equal to that of the annual average cost of wildfire suppression for the period of the last 10 years (1982-1991) adjusted to 1993 dollars. The basis for this calculation is described in the Department-wide account overview above.

Justification of Program and Performance

Bureau: Bureau of Land Management
 Activity: Emergency Rehabilitation

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	4,829 (---)	4,829 (---)	4,829 (---)	--- (---)	--- (---)

1993 Program

The 1993 program level for emergency rehabilitation is \$4,829,000.

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

The actual acreage requiring emergency rehabilitation depends upon the severity of the preceding fire season. This program will be operated to provide rehabilitation in the most cost effective manner, consistent with resource management plan objectives, to enhance multiple use management.

Activity Summary

Fish and Wildlife Service

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Wildfire \$	---	3,180	3,180	3,659	+479	+479
Suppression (FTE)	(---)	(---)	(---)	(---)	(---)	(---)
Emergency \$	---	49	49	49	---	---
Rehab. (FTE)	(---)	(---)	(---)	(---)	(---)	(---)
Total \$	---	3,229	3,229	3,708	+479	+479
Requirements (FTE)	(---)	(---)	(---)	(---)	(---)	(---)

Justification of Program and Performance

Bureau: Fish and Wildlife Service
Activity: Wildfire Suppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
(\$) FTE	3,180 (---)	3,180 (---)	3,180 (---)	+479 (---)	+479 (---)

Base Program

These funds provide for all aspects of suppressing a specific wildfire or for escalated presuppression funding based on extreme fire potential. Included are costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services (such as aircraft support), dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery efforts. Escalated presuppression funding based on extreme fire potential (severity funding) includes any costs authorized in a severity request that is concurred with by the Regional Director and approved by the Director of the U.S. Fish and Wildlife Service.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	3,180 (---)	3,659 (---)	+479 (---)

The 1993 estimate is an increase of \$479,000 over the Base.

The requested increase will provide a total wildfire suppression level equal to that of the annual average cost of wildfire suppression for the period of the last 10 years (1982-1991) adjusted to 1993 dollars. The basis for this calculation is described in the Department-wide account overview above.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
 Activity: Emergency Rehabilitation

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	49	49	49	---	---
FTE	(---)	(---)	(---)	(---)	(---)

1993 Program

The emergency rehabilitation program supports all costs incurred to prevent further wildlife or habitat degradation following a wildfire. Included are costs such as reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of sensitive areas to exclude animals or humans; and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire may not exceed two full growing seasons following occurrence of the fire. Costs of restoring burned areas to full productivity are to be funded from normal benefiting resource subactivity.

Activity Summary

Activity: National Park Service

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Wildfire \$		14,077	14,077	14,858	+781	+781
Suppression (FTE) (---)	(---)	(---)	(---)	(---)	(---)	(---)
Emergency \$		491	491	491	---	---
Rehab. (FTE) (---)	(---)	(---)	(---)	(---)	(---)	(---)
Total \$		14,568	14,568	15,349	+781	+781
Requirements (FTE) (---)	(---)	(---)	(---)	(---)	(---)	(---)

Activity Summary

Bureau: National Park Service
Activity: Wildfire Suppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	14,077 (---)	14,077 (---)	14,858 (---)	+781 (---)	+781 (---)

Base Program

Wildfire suppression includes all NPS actions directly associated with suppressing wildfires. These costs include: overtime and premium pay for permanent and seasonal personnel, aircraft operations, support services for personnel assigned to fires, refurbishing or replacement of equipment lost or damaged during suppression efforts, equipment rental, fire documentation, and immediate fire rehabilitation. Costs begin when a fire report is received and continue until equipment and staff is returned to a state of readiness.

This activity also includes emergency presuppression or severity activities. These are actions involving an increase in preparedness and contingency planning taken during periods of very high or extreme fire danger. They include standby time for firefighters, extended tours of duty, positioning of supplies and resources, and increased reconnaissance flights.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Increase
\$ (FTE)	14,077 (---)	14,858 (---)	+781 (---)

The requested increase of \$781,000 will provide a total wildfire suppression level equal to that of the annual average cost of wildfire suppression for the period of the last 10 years (1982-1991) adjusted to 1993 dollars. The basis for this calculation is described in the Department-wide account overview above.

Activity Summary

Bureau: National Park Service
Activity: Emergency Rehabilitation

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	491 (---)	491 (---)	491 (---)	--- (---)	--- (---)

1993 Program

Emergency fire rehabilitation actions are those actions taken to prevent land or other resource degradation directly resulting from wildfire impacts or from wildfire suppression actions. These actions must be specified in an emergency rehabilitation plan, which must meet resource management objectives. Action may include restoring bulldozer and handlines, preventing trail or slope erosion, stabilizing damaged structures, reseeding or replanting burned areas, and felling hazardous trees created by the wildfires.

Activity Summary

Bureau of Indian Affairs

(dollars in thousands)

Activity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Wildfire \$ Suppression (FTE)	--- (---)	19,376 (124)	19,376 (124)	20,035 (124)	+659 (---)	+659 (---)
Emergency \$ Rehab. (FTE)	--- (---)	1,478 (10)	1,478 (10)	1,478 (10)	--- (---)	--- (---)
Total \$ Requirements (FTE)	--- (---)	20,854 (134)	20,854 (134)	21,513 (134)	+659 (---)	+659 (---)

Justification of Program and Performance

Bureau: Bureau of Indian Affairs
 Activity: Wildfire Suppression

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	19,376	19,376	20,035	+659	+659
(FTE)	(117)	(124)	(124)	(---)	(---)

Base Program

The base funding level for wildfire suppression is \$19,376,000 and 124 FTE. Wildfire suppression includes the cost of both extraordinary presuppression measures and direct suppression of specific wildfires. Extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or to abnormal fire seasons as well as extra preparedness actions taken at the request of cooperating fire agencies in anticipation of suppression needs on those jurisdictions. Such measures go beyond what is planned in the NFYP. The costs of suppressing specific wildfires cover all firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires.

For the period 1986-1990, the average fire occurrence load for BIA protection areas was 2,946 fires per year. These fires burned an average of 104,808 acres. Also included in this category are the support costs of suppressing fires on lands belonging to other Interior agencies and the Forest Service. During 1987 and 1988, an estimated 51% of our suppression funds were used to support other agencies. For 1989, that figure dropped to 38%, and in 1990 to 8%, due primarily to a shorter period of peak fire activity. These figures appear to have risen dramatically during 1991 to about 50% due primarily to increased use of BIA Type I and Type II crews. As of late December 1991, the Bureau has experienced 2,900 suppressed fires which have burned about 93,000 acres for the calendar year. An additional 1,100 support actions have been filed. It appears that 1991 will be recorded as an average fire year.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	19,376	20,035	+659
FTE	(124)	(124)	(---)

The 1993 Estimate is an increase of \$659,000 over the Base.

The requested increase will provide a total wildfire suppression level equal to that of the annual average cost of wildfire suppression for the period of the last 10 years (1982-1991) adjusted to 1993 dollars. The basis for this calculation is described in the Department-wide account overview above.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs
 Activity: Emergency Rehabilitation

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	1,478	1,478	1,478	---	---
FTE	(10)	(10)	(10)	(---)	(---)

1993 Program

Emergency rehabilitation includes costs incurred to prevent additional post-fire land degradation or resource losses, and other measures necessary to stabilize erodible soils damaged by fire. Rehabilitation includes such costs as reseedling to prevent immediate wind or water erosion and to prevent growth of undesirable species; fencing of areas to prevent animals or humans from entering sensitive areas; and felling damaged trees posing threats to human safety. Costs of restoring burned areas to productivity are funded from resource programs in bureau operating accounts.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Emergency Department of Interior Firefighting Fund

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
-----	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....		2600		2600		0
11.3 Positions other than permanent....		1200		1200		0
11.5 Other personnel compensation.....		17000		20440		3440
11.8 Special personal services payments		12000		14400		2400
-----	----	-----	----	-----	----	-----
Total personnel compensation	134	32800	134	38640	0	5840
Other Objects						
-----	----	-----	----	-----	----	-----
12.1 Personnel benefits.....		2700		2700		0
21.1 Travel and transportation of persons.....		520		520		0
22.0 Transportation of things.....		520		520		0
23.2 Rental payments to others.....		105		105		0
23.3 Communications, utilities, and miscellaneous charges.....		500		500		0
24.0 Printing and reproduction.....		10		10		0
25.0 Other services.....		36883		42085		5202
26.0 Supplies and materials.....		24000		27000		3000
31.0 Equipment.....		1000		1000		0
32.0 Lands and structures.....		500		500		0
42.0 Insurance claims and indemnities..		60		60		0
-----	----	-----	----	-----	----	-----
Total Requirements.....		99598		113640		14042

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF INTERIOR FIREFIGHTING FUND

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	0	99,598	113,640
Outlays.....	0	69,719	109,427
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	0	99,598	113,640
Outlays.....	0	69,719	109,427
	=====	=====	=====

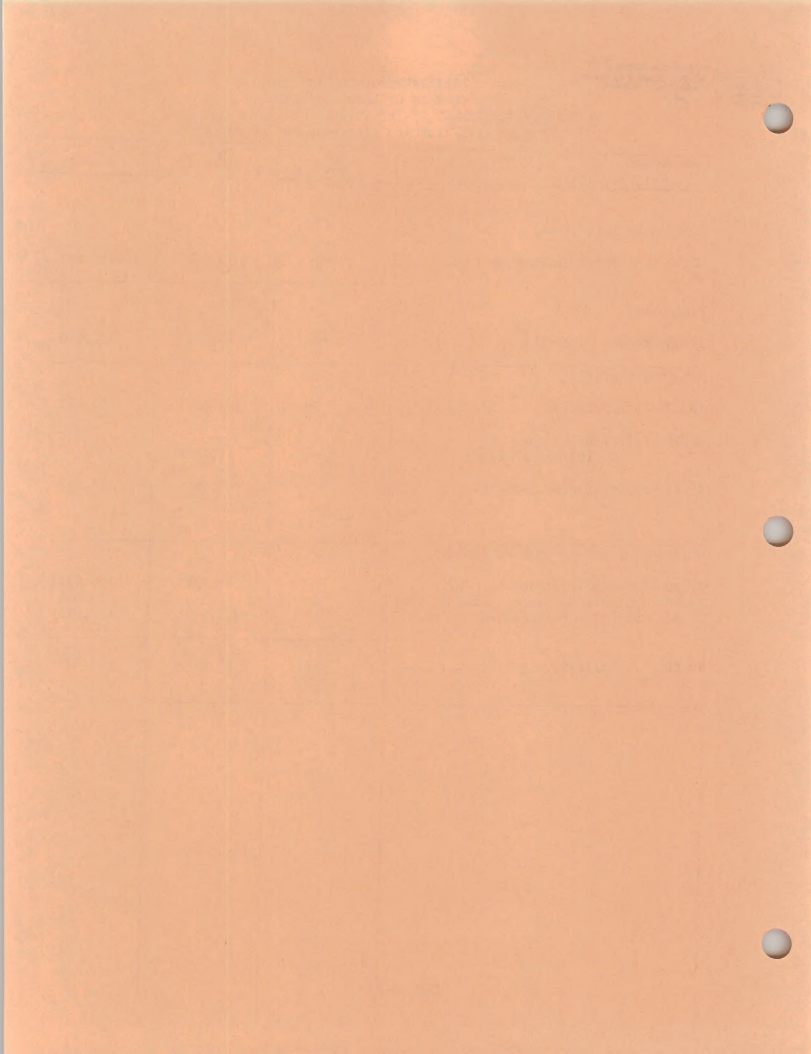
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-1120-0-1-302			
Program by activities:			
10.00 Total obligations.....	---	99,598	113,640
Financing:			
39.00 Budget authority.....	---	99,598	113,640
Budget authority:			
40.00 Appropriation.....	---	100,869	113,640
40.76 Reduction pursuant to P.L. 102-154.....	---	(1,271)	---
43.00 Appropriation.(total).....	---	99,598	113,640
Relation of obligations to outlays:			
71.00 Total obligations.....	---	99,598	113,640
72.40 Obligated balance, start of year	---	---	29,879
74.40 Obligated balance, end of year..	---	(29,879)	(34,092)
90.00 Outlays.....	0	69,719	109,427

470 : 1961 O - 91-526 (5302)



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1120-0-1-302			
Personnel compensation:			
11.1 Full-time permanent.....	---	2,500	2,600
11.3 Other than full-time permanent.....	---	1,000	1,200
11.5 Other personnel compensation.....	---	17,000	20,440
11.8 Special personal services payments.....	---	12,000	14,400
11.9 Total personnel compensation..	---	32,500	38,640
12.1 Civilian personnel benefits.....	---	2,600	2,700
21.0 Travel and transportation of persons.....	---	500	520
22.0 Transportation of things.....	---	500	520
23.2 Rental payment to others.....	---	100	105
23.3 Communications, utilities, and miscellaneous charges.....	---	500	500
24.0 Printing and reproduction.....	---	10	10
25.0 Other services.....	---	37,328	42,085
26.0 Supplies and materials.....	---	24,000	27,000
31.0 Equipment.....	---	1,000	1,000
32.0 Lands and structures.....	---	500	500
42.0 Insurance claims and indemnities..	---	60	60
99.9 Total obligations.....	---	99,598	113,640



Type size:
8 point 23 lines
Case 150
Red understore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
5010-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DEPARTMENT OF THE INTERIOR FIREFIGHTING FUND
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1120-0-1-302			
Total compensable workyears:			
Full-time equivalent employment.....	---	134	134
Full-time equivalent of overtime and holiday hours.....	---	340	375

U.S. GPO : 1961 O - 301-235 (5-500)



Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- o To construct buildings, recreation facilities, roads, trails, and bridges necessary for managing Public Lands and for providing physical access to these lands; and
- o To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation), and to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system, wilderness and wilderness study areas, or wild and scenic rivers).

Nineteen construction projects are planned in 1993 to support the Secretary's *Legacy 99* initiative and to enhance multiple-use management of the Public Land by correcting public health and safety problems, enhancing resource dependent recreation, meeting management commitments for Congressionally designated areas, providing access for the physically challenged, improving fee collection capability at developed recreation sites, and providing facilities to enable BLM employees to administer BLM programs and Public Land in an efficient manner.

An amount of \$12,825,000 is requested for varying degrees of work at 17 recreation sites, one major access road, and the Boise Interagency Fire Center.

An amount of \$1,403,000 is requested for access purposes to support multiple-use management on Public Lands. This amount will provide for 144 easements across non-Federal lands to BLM managed lands, primarily in support of providing access for recreation purposes.

Appropriation Language Sheet

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$14,318,000] *\$14,228,000* to remain available until expended.

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$14,318,000] \$14,228,000 to remain available until expended.

43 U.S.C. 1701

43 U.S.C. 1715

43 U.S.C. 1762

43 U.S.C. 1701 provides for the retention of Public Land in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Land and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Land only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Summary of Requirements
 (dollars in thousands)

APPROPRIATION: CONSTRUCTION AND ACCESS

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....			40	14138
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR ONE TIME CONSTRUCTION PROJECTS.....		-12747		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		5		
ADJUSTMENT FOR FY 1992 AND FY 1993 PAY INCREASE.....		27		
ADJUSTMENT FOR HEALTH INSURANCE BENEFITS.....		5		
ADJUSTMENT FOR ONE LESS PAID DAY IN FY 1993.....		-5		
TOTAL ADJUSTMENTS TO BASE.....			0	-12715
1993 BASE BUDGET.....			40	1423
Program Changes (Changes to base budget, detailed below).....			0	12805
TOTAL REQUIREMENTS (1993 ESTIMATE).....			40	14228

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE-T	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Construction Projects.....	16	13893	16	12747	16	0	16	12825	0	78	0	12825
2. Access & Easement Acquisition.....	22	1412	24	1391	24	1423	24	1403	0	12	0	-20
Total Requirements.....	38	15305	40	14138	40	1423	40	14228	0	90	0	12805

Justification of Base Adjustments

Construction and Access

	(\$000)
	1992 Est/1993 Change
	1992 FTE/1993 Change
<u>Reduction for one-time construction projects</u>	NA / -\$7,125
An adjustment is made to the base level to reflect the reduction of one-time funding for construction projects in 1992.	
<u>CSRS/FERS Retirement Costs</u>	\$95 / +\$5
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the BLM work force.	
<u>Additional cost in FY 1993 of the January 1992 and January 1993 pay raises</u>	\$1,530 / +\$35
The increase is for additional costs of \$8,000 associated with 50% of the additional 1/4 of a year of a 4.2% raise effective January 1992 and of \$27,000 associated with 50% of the 3/4 of a year of a 4.7% raise effective January 1993.	
<u>One Less Paid Day in FY 1993</u>	NA / -\$5
The decrease in personnel compensation results from there being one less paid day in 1993 than in 1992.	
<u>Health Insurance Benefits</u>	\$41 / +\$5
The increase is for costs of Bureau contributions to employee health insurance programs.	

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (14-1110-0-1-302)

1992 Budgetary Status	(\$000)
Budget authority available:	
Appropriation realized	\$ 14,138
Prior-year unobligated balance brought forward	<u>8,078</u>
Total BA available for obligation	\$ 22,216
Less anticipated obligations (by activity):	
1. Construction	-12,747
2. Access	<u>-1,391</u>
Total anticipated obligations	-14,138
<u>1993 Request</u>	
Anticipated unobligated balance brought forward	\$ 8,078
Plus increases proposed (by activity):	
1. Construction	12,825
2. Access	<u>1,403</u>
Total increase proposed	<u>14,228</u>
Total anticipated BA available for obligation.....	\$ 22,306

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access
(14-1110-0-1-302)

(dollars in thousands)

	1991 Actual <u>B.A.</u>	1992 Enacted <u>To Date</u>	1993 <u>Estimate</u>	Dec. (-) Inc. (+) <u>From 1992</u>
1. Construction				
BA available for obligation:				
Appropriation	13,893	12,909	12,825	-84
Reduction (P.L. 99-177)	---	-162	---	+162
Unoblig. bal. brt. fwd.	3,973	7,855	7,855	---
Recovery of prior year obligations	+55	---	---	---
Transfers to/from other accounts	---	---	---	---
Total BA available	17,921	20,602	20,680	+78
Less obligations	-10,066	-12,747	-12,825	+78
Unoblig. balance brt. fwd. (FTE)	7,855 (16)	7,855 (16)	7,855 (16)	---
2. Access				
BA available for obligation:				
Appropriation	1,412	1,409	1,403	-6
Reduction	---	-18	---	+18
Unoblig. bal. brt. fwd.	117	223	223	---
Total BA available	1,529	1,614	1,626	+12
Less obligations	-1,306	-1,391	-1,403	+12
Unoblig. balance brt. fwd. (FTE)	223 (22)	223 (24)	223 (24)	---
Account Total				
BA available for obligation:				
Appropriation	15,305	14,318	14,228	-90
Reduction pursuant to Law	---	-180	---	+180
Unoblig. bal. brt. fwd.	4,090	8,078	8,078	---
Recovery of prior year obligations	+55	---	---	---
Transfers to/from other accounts	---	---	---	---
Total BA available	19,450	22,216	22,306	+90
Less obligations	-11,372	-14,138	-14,228	+90
Unoblig. balance brt. fwd. (FTE)	8,078 (38)	8,078 (40)	8,078 (40)	---

Justification of Program and Performance

Activity: Construction
Subactivity: Construction (Buildings, Recreation Facilities, Transportation)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	12,747 (16)	--- (16)	12,825 (16)	+78 (---)	+12,825 (---)

Authorization

43 U.S.C. 1701, *et seq.* The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage the Public Land on a multiple-use basis.

Objectives

The objectives of the Construction program are to:

- o Support the Secretary's *Legacy 99* initiative to rehabilitate facilities on the Public Land and provide a legacy of improved facilities and conditions to the Nation by 1999, the 150th Anniversary of the Department of the Interior.
- o Construct buildings and appurtenant facilities, such as warehouses, yards, and fire stations, which are necessary to house BLM employees and equipment in support of BLM programs.
- o Construct recreation and transportation facilities necessary for the management of Public Land resources.

1993 Program

The 1993 program of \$12,825,000 supports continued implementation of the Secretary's *Legacy 99* initiative, and the President's *America the Beautiful* initiative. All requested construction projects meet the objectives of the Secretary's *Legacy 99* initiative.

During the past decade, public use of the Public Land and BLM facilities has grown dramatically; however, facility improvements have not kept pace with demand. BLM construction projects are important for the proper management of the Public Land, the health and safety of users, the prevention of resource damage, and the increased collection of recreation use fees.

The 1993 proposed construction program funding will assist in implementing the Secretary's *Legacy 99* initiative (a component of the *President's America the Beautiful* initiative), a multi-year program to maintain, repair, and rehabilitate the facilities of the Department. This initiative will culminate in 1999, the 150th anniversary of the Department of the Interior, leaving an improved legacy for the 21st Century. Included are projects to improve service to the Public Land visitor, protect important natural and cultural resource values, rehabilitate and improve existing facilities and structures to provide for public safety and a productive work environment for BLM employees, and enrich the public's knowledge, appreciation and support of the BLM multiple-use mission and the Nation's rich natural heritage. The BLM has analyzed

rehabilitation construction needs necessary to meet the 1999 target of *Legacy 99*. That analysis revealed a backlog of 268 projects and an estimated funding need of \$175,741,000 between 1993 and 1999.

In support of the BLM's *Recreation 2000* strategy, which is also part of the President's *America the Beautiful* initiative, the 1993 proposed construction program will enable BLM to provide healthy and safe conditions for the growing number of visitors participating in outdoor recreation activities on the Public Land. Construction projects also serve to protect fragile natural and cultural resources in heavily used areas. Facilities can be designed and placed to direct recreation use away from sensitive areas and to focus use in locations where it can best be supervised and monitored. In this way, the proposed funding will enable BLM to manage recreation use better to insure the future availability of the resource values sought after by the Public Land visitor.

The public's support and appreciation of the BLM's multiple-use mission is directly related to our ability to provide new and to replace existing facilities as public demands and resource protection needs require. To this end, the 1993 program proposes construction of new facilities at 8 recreation sites and 1 historic structure, and reconstruction at 8 major BLM administered recreation sites. Three of the recreation construction projects are located within National Conservation Areas (NCAs). It also provides for continuing reconstruction on a major Public Lands access road, and additional facilities at the Boise Interagency Fire Center (BIFC).

The 19 projects proposed for 1993 have been screened and prioritized using these criteria. All projects are in conformance with land use planning decisions and many are proposed in response to more specific activity plan decisions.

BLM has established the following hierarchy of criteria against which construction projects are assessed:

- o Health and safety;
- o Resource protection;
- o New space requirements;
- o Accessibility for the physically challenged;
- o Access to the Public Land;
- o Program efficiencies;
- o Compliance with designated management responsibility; and
- o Enhancement of fee collection capability.

A summary listing and detailed descriptions of each of the 19 projects for 1993 are provided on the following pages. Five of the projects continue construction initiated in 1992. These are Parker Dam Road and Crossroads Campground, White Sands Campground and Access Road, Steens Mountain Recreation Complex, La Cueva Picnic Area in the Organ Mountains National Recreation Area, and Hole-in-the-Wall Campground. Four other projects, King Range NCA facilities, El Malpais NCA facilities, Quail Hill road reconstruction, and Kelso Depot renovations are also part of ongoing, multi-year improvement and construction project efforts. Also included in the 1993 request is \$808,000 for engineering and project survey and design work to support the BLM's efforts to provide appropriate recreational and administrative facilities to meet the increasing public demand for facility improvements.

The 1993 construction program is summarized in the following table:

1993 BLM Construction Program

<u>Project Name</u>	<u>State</u>	<u>1993 Amount</u> <u>(\$000)</u>
Parker Dam Road-Backcountry Byway & Crossroads Campground (Phase 2)	AZ/CA	345
White Sands Campground and Access Road (Phase 2), Little Sahara SMRA	UT	615
Steens Mountain SRMA (Phase 1b)	OR	1,432
King Range NCA Administrative Site	CA	956
El Malpais NCA Visitor Use Facilities	NM	250
Quail Hill Road, southern segment	AZ	1,300
Sourdough Creek Campground (Phase 3), Gulkana National Wild River	AK	625
Hole-in-the-Wall/Mid Hills Campgrounds (Phase 2), East Mohave National Scenic Area	CA	623
Kelso Depot Renovation/Interpretative Area, East Mohave National Scenic Area	CA	1,000
BIFC Main Warehouse Addition	ID	1,000
Orilla Verde Recreation Area, Rio Grande	NM	1,060
Five Points Recreation Site/Collegiate Peaks Scenic Overlook, Arkansas River SRMA	CO	465
Pumphouse Recreation Site, Upper Colorado River	CO	147
Merced WSR River Visitor Use Areas	CA	224
Organ Mountains Recreation Area Site	NM	972
Gunnison Gorge NCA Recreation Complex	CO	225
Moonstone Recreation Site, Magic Reservoir	ID	258
Red Mountain Campground, Bear Trap Canyon	MT	100
Steck Campground, Brownlee Reservoir-Snake R.	ID	420
Subtotal, Construction Projects		<u>12,017</u>
Survey, design, and engineering support		<u>808</u>
TOTAL, Construction Activity		<u>12,825</u> <u>=====</u>

NCA = National Conservation Area

SRMA = Special Recreation Management Area

WSR = Wild, Scenic, and Recreational River

1993 BLM Construction Project Descriptions

Title: Parker Dam Road Backcountry Byway and Crossroads Campground (Phase 2)

State: Arizona and California

District: Yuma (BLM Arizona State Office)

Location: Along the lower Colorado River, about 35 miles south of Lake Havasu City, in both San Bernardino County, California and La Paz County, Arizona

Estimate: \$345,000

Description: This project, located in an area adjacent to the Parker Strip of the lower Colorado River bordering California and Arizona. The area receives approximately 4 million annual visitor days of recreational use, largely water-based. This project continues work initially funded in 1992 to reconstruct the existing Crossroads campground, install a visitor contact station and interpretative displays, and improve the existing Parker Dam Road as a Backcountry Byway.

This rehabilitation/reconstruction project provides for public health and safety at the campground by upgrading sanitary facilities to meet current demand, by rebuilding an existing boat ramp (with participating funding from the State of California Boating and Waterways Commission), and by redesigning and reconstructing portions of the narrow, winding road, designated as a Backcountry Byway. The road will be reconstructed to enhance access to the Public Land by reducing steep grades to accommodate heavy use by motor homes and travel trailers. Resource protection and erosion control in the campground will be attained by providing adequate parking and camping areas to meet public demand and improve visitor management. The contact station will be a year-round operations site from which BLM will maintain an active administrative presence in this high use area. BLM will provide updated recreational use information, weather forecasts and flash flood predictions, search and rescue capability as needed, and an on-the-ground law enforcement presence.

This *Legacy 99* project also enables BLM to improve program efficiencies by combining efforts with the State of California Boating and Waterways Commission, Off-Highway Vehicle Commission, and Department of Transportation which have pledged grants in excess of \$830,000 for constructing complementary facilities.

1993 BLM Construction Project Descriptions

Title: White Sands Campground and Access Road (Phase 2), Little Sahara SMRA

State: Utah

District: Richfield

Location: 40 miles northwest of Delta, Juab County, west-central Utah

Estimate: \$615,000

Description: The Little Sahara SRMA consists of approximately 60,000 acres. The migrating sand dunes, which encompass more than one-third of the SRMA, are the principal point of interest. The dunes are a popular regional attraction for off-road vehicle enthusiasts and families seeking the miles of clean, uninterrupted sand for play. Phase 1 of this project was funded in the 1992 (\$366,000) to reconstruct 3 miles of access road to correct safety hazards along the present temporary access road by eliminating several narrow, twisting curves with steep vertical drop offs, by providing a road surface that does not generate dust in such volume that visibility is obscured, and by separating off-road vehicle use from camping and picnic areas.

Phase 2 of this project will include grading loop roads, spurs, and parking areas; expanding the existing campground with upgraded sanitary facilities; developing an adequate potable water source; and installing additional campground equipment, all of which will enhance BLM's fee collection capability consistent with management objectives for the Little Sahara SRMA. Access for the physically challenged will be incorporated into all new facilities.

1993 BLM Construction Project Descriptions

Title: Steens Mountain SRMA Complex (Phase 1b)
State: Oregon
District: Burns
Location: 60 miles south of Burns, Harney County, in southeastern Oregon
Estimate: \$1,432,000

Description: Steens Mountain is a nationally prominent BLM SRMA that includes 5 Research Natural Areas, one Area of Critical Environmental Concern, 6 Wilderness Study Areas, and the Donner and Blitzen Wild and Scenic River. The area includes several T&E plants and a great diversity of wildlife including bighorn sheep, elk, mule deer and antelope. The mountain contains striking examples of glacial action and numerous unusual topographic features resulting from volcanism and wind and water erosion. A portion of Phase 1 of this project was funded in 1992 to reconstruct 18 miles of the 52-mile long North Steens Loop road, and to perform survey and design work for improving 3 existing campgrounds and developing 2 new campgrounds, including access roads and a visitor contact/administrative operations station.

The 1993 funding would allow the completion of Phase I by constructing the additional campground facilities, contact station, campground access roads, recreational trails and interpretative displays. Construction would enable BLM to provide for public health and safety by proper design and reconstruction of a portion of the deteriorated main Steens Loop road. The road will be widened and redesigned to eliminate excessive grade and hazardous curves. The expanded campground facilities and a visitor contact station will enable BLM to provide on-the-ground management of this unique area and furnish information and other visitor services. In addition to supporting *Legacy 99* objectives, this project will provide access for the physically challenged at all recreation sites and restrooms, enable campground fees to be collected to support maintenance and operation of these facilities, and provide increased access to enable the visitor to use and enjoy the Public Land and its resources.

1993 BLM Construction Project Descriptions

Title: King Range NCA Administrative Site Facilities
State: California
District: Ukiah
Location: 16 miles west of Garberville, Humboldt County
Estimate: \$956,000

Description: The King Range NCA consists of 60,000 acres of Public Land within this Congressionally-designated NCA along the Pacific Ocean in northern California. Approximately 24,000 acres have been recommended as suitable for wilderness designation. Within the NCA are 23 miles of primitive, unspoiled Pacific Ocean beach and the King Crest and Chemise Mountain Trails. The NCA is in immediate proximity to the Sinkyone Wilderness State Park and coastal redwoods parks managed by the California Department of Parks and Recreation. Approximately 40,000 visitors enjoy the area annually by hiking the 23-mile Lost Coast Trail and the extensive interior trail system, and enjoying the unspoiled beaches and one of the most spectacular scenic ocean views in the country.

The administrative site project will cost a total of \$956,000 to provide 3 permanent residence quarters of 1500 sq. ft. each for site management and law enforcement personnel, a 3000 sq. ft. barracks for seasonal employees, a 1500 sq. ft. warehouse, a 2000 sq. ft. boat storage/garage, and a 432 sq. ft. stable/tack room. The administrative site is a part of the overall King Range NCA Management Plan which also includes development and improvement of recreation sites, campgrounds, parking and beach protection facilities, and an overlook.

1993 BLM Construction Project Descriptions

Title: El Malpais NCA Visitor Use Facilities
State: New Mexico
District: Albuquerque
Location: 75 miles west of Albuquerque, Cibola County in northwestern New Mexico
Estimate: \$250,000

Description: The 262,000-acre El Malpais NCA was designated by Congress in 1987. Natural features of the NCA include sculptured sandstone and older lava flows. There is also a high density of cultural sites. Other resource values include geology, scenic, and wilderness values. There are two wilderness areas totaling 100,000 acres and another 18,000 acre wilderness study area. Annually, about 37,000 visitors use the area. Recreational opportunities include hiking, camping, backcountry drives, mountain biking, wildlife watching and hunting.

The proposed construction supports *Legacy 99* by assuring protection of resource values and public safety, and enhancing access to Public Land recreational opportunities. The \$250,000 request will fund work at 4 sites within the NCA. Funds will be used at the La Ventana Natural Arch site to construct 2 vault toilets and pave the parking area to accommodate 25 vehicles; at Hole in the Wall site to construct a trailhead to facilitate hiking and horseback riding and accommodate parking for 10 vehicles; at Dittert Archaeological Site to upgrade the access road and construct a trail and trailhead to accommodate 6 vehicles; and at the Narrows Rim Trail to construct a small day-use area of 6 picnic units and trail head access.

1993 BLM Construction Project Descriptions

Title: Quail Hill Road, Middle of Quail Canyon to Wolf Hole Valley

State: Arizona

District: Arizona Strip

Location: In Mohave County, Arizona, beginning at the Utah/Arizona state line and extending south for 19 miles to Wolf Hole Valley

Estimate: \$1,300,000

Description: The road is the primary access route from St. George, Utah, to the Arizona Strip and provides access to over 1.5 million acres of Public Land. Over the past 6 years, about 10 miles of the road south from the Arizona-Utah State line have been reconstructed to a 40-mph standard unpaved, gravel road. The condition of the remaining 9 miles is poor, causing a safety hazard. Current average traffic is between 40-45 vehicles per day. This is expected to increase 50 to 100 percent over the next 20 years, especially from additional recreational traffic use. Continued construction work is needed to reduce safety hazards and reduce maintenance cost.

In 1992, the BLM will reconstruct about 1-1/2 miles through Quail Canyon, a very narrow and steep canyon. The 1993 request for this *Legacy 99* project is for funds to complete reconstruction of the remaining 7-1/2 miles, including the remaining 1 mile segment through Quail Canyon and about 6-1/2 miles through rolling terrain to Wolf Hole Valley.

1993 BLM Construction Project Descriptions

Title: Sourdough Creek Campground (Phase 3), Gulkana National Wild River

State: Alaska

District: Glenallen

Location: Along the Gulkana River, about 30 miles north of Glenallen at mile post 147 of the Richardson Highway. Approximately 220 miles east of Anchorage and 220 miles south of Fairbanks, in east-central Alaska

Estimate: \$625,000

Description: Sourdough Creek Recreation Area is a key recreation site because of its location at the downstream limit of the 181-mile Gulkana National Wild River. This 188-acre recreation site serves as a key visitor contact point for boaters using the site for put-in or take-out access to the river. It is also a popular stop for tourists travelling the north-south Richardson Highway. Current annual use is 31,000 visitors for 910,000 visitor hours. Use continues to increase at about 10 percent per year. During peak salmon runs in the Gulkana River (a period of several weeks), use at this campground exceeds designed capacity by 500 percent. The existing facilities are substandard and inadequate to meet the demand.

This *Legacy 99* project provides for accommodating increasing public use on the Gulkana National Wild River. It corrects public health problems by providing facilities for proper disposal of recreational vehicle waste, and prevents loss of vegetation and erosion along the river bank by providing well-marked adequate-sized parking areas. Development is in conformance with the Gulkana National Wild River Management Plan and the Alaska State Copper River Basin Plan. The State of Alaska has committed contributions of \$268,000 toward this project to help improve boat access and parking. Phases 1 and 2 of the project, which will be completed in 1992, include a bridge and access road to the campground and the Gulkana River boat launch ramp, Recreational Vehicle dump station, parking area, well, campgrounds with sanitation facilities, parking, trails, and signing. Phase 3 funding (\$625,000) is needed to construct a handicapped accessible fishing pier and trail system, interpretive kiosks and shelters, and to put final surfacing on all roadways and trails in the site to protect the initial investment.

1993 BLM Construction Project Descriptions

Title: Hole-in-the-Wall/Mid-Hills Campgrounds (Phase 2), East Mohave National Scenic Area, California Desert Conservation Area (CDCA)

State: California

District: California Desert

Location: Approximately 60 to 70 miles northwest of Needles, in northeastern San Bernardino County

Estimate: \$623,000

Description: The East Mohave National Scenic area (EMNSA) covers 1.5 million acres of the CDCA in northeastern San Bernardino County. About 1.3 million acres of the EMNSA are Public Land under BLM management. The California Desert Plan gives very high management emphasis to multiple-use management of this area. These management requirements were further defined in the EMNSA Management Plan of 1988. Located roughly in the center of the EMNSA are two existing campgrounds which are the major focus for visitors to the eastern half of the EMNSA. They require considerable rehabilitation and improvement to serve current use and recreational styles such as the increasing use of larger self-contained recreational vehicles and trailers in lieu of tent camping.

Work on improving the Hole-in-the-Wall (HITW) and Mid Hills campgrounds was started in 1990 and continued in 1991 and 1992. This included developing new overnight camping facilities, an amphitheater for interpretative programs, a visitor contact station, water system, and interpretive displays. The Mid Hills Campground loop road was also upgraded to accommodate larger vehicles.

The completion of Phase 2 of this *Legacy 99* project would occur in 1993 with the request for \$623,000. Funds would be used to complete group camping and day use area improvements, provide a loading chute/corral area for horseback rider use, and fence campground areas (\$63,000); improve and expand the Mid Hills Campground to accommodate RV use and provide a solar-powered pump for the water system to replace the present manually activated pump (\$160,000); and construct an administrative site facility for the HITW/Mid Hills portion of the EMNSA (\$400,000). The administrative site would consist of a 1500 sq. ft. Ranger Station/Quarters, a 1200 sq. ft. garage/storage building, a 1200 sq. ft. office/barracks, site preparation, utilities, and fencing. This project supports the *Legacy 99* initiative by ensuring protection of resource values in the Congressionally-designated CDCA.

1993 BLM Construction Project Descriptions

Title: Kelso Depot Renovation/Interpretative Area, EMNSA, CDCA
State: California
District: California Desert
Location: 35 miles southeast of Baker, northeastern San Bernardino County
Estimate: \$1,000,000

Description: The EMNSA covers 1.5 million acres of the California Desert in northeastern San Bernardino County. About 1.3 million acres of the EMNSA are Public Land under BLM management. The California Desert Plan gives very high management emphasis to multiple-use management of this area. These management requirements were further defined in the EMNSA Management Plan of 1988. Located in the west half of the EMNSA, Kelso Depot can serve as a hub for interpretive, recreational, and other visitor services in this portion of the EMNSA. The Depot is located in a remote, sparsely populated area, 35 miles from any sizable town, yet close to the Providence/New York Mountain ranges, in an area where visitor contact and developed recreation facilities presently do not exist. The Union Pacific Railroad is donating the depot to the BLM.

Renovation and stabilization of the Kelso Depot preserves a unique, historically valuable structure, and helps us to provide better visitor services, faster emergency response, and reduce visitor use conflicts and vandalism in the western part of the EMNSA. During 1992, the roof will be repaired; 250 feet of wrought iron fencing between the Depot platform/grounds and the adjacent railroad right-of-way, which is still in use, will be constructed; essential minimum repairs to the building's plumbing will be accomplished; electrical and heating systems will be installed; and exterior painting, lighting, and security measures will be completed.

The \$1,000,000 request for 1993 will be used to stabilize the entire Depot structure; rehabilitate and renovate the interior rooms on the ground floor of the Depot including the visitor contact area, restrooms, an exhibit area/interpretative rooms; refurbish all utilities; contract for the development of interpretative displays; provide a refuse collection site; and improve surrounding walkways and parking areas. This will restore the old waiting room and ticket office areas of the Depot's interior and stabilize the building. Future plans would include additional renovation of other floors of the Depot and surrounding facilities. This project supports the *Legacy 99* initiative by ensuring protection of valuable historic and natural resources in the CDCA.

1993 BLM Construction Project Descriptions

Title: BIFC Main Warehouse Addition

State: Idaho

Location: City of Boise, Ada County

Estimate: \$1,000,000

Description: This *Legacy 99* project involves the construction of a 25,000 square foot addition to the existing main warehouse at BIFC. The present warehouse was completed 20 years ago to serve the needs of wildfire incident logistics and materials support. As part of the interagency effort to reduce the overall expense of the National Fire Cache support system, BIFC has become the central distribution point for a variety of fire support items and supplies to all users and agencies. As needs increased, additional off-site storage space was rented.

Constructing the addition will allow the consolidation of BIFC's National Fire Cache materials support operations on one site. With the addition to the main warehouse, BIFC can cancel a lease for about 35,000 square feet of warehouse space that is now being rented to meet existing needs. The overall space requirement can be reduced by consolidating warehouse operations into one location in space developed for the specific operational needs at BIFC. BIFC's warehousing operations will become more efficient with consolidation, and operation of the National Fire Cache support system will be enhanced.

1993 BLM Construction Project Descriptions

Title: Orilla Verde Recreation Area (OVRA)
State: New Mexico
District: Albuquerque
Location: Along the Rio Grande, about 12 miles south of Taos and 65 miles northeast of Santa Fe, Taos County, in northern New Mexico
Estimate: \$1,060,000

Description: The OVRA, which receives about 100,000 visitors annually, includes several campgrounds along the banks of the Rio Grande that were acquired from the New Mexico State Parks system in 1990. Because it is close to the Rio Grande Gorge, which is receiving increased national attention, the future visitation to the OVRA is expected to increase by 10 percent annually. Existing facilities were constructed 20 years ago by the State of New Mexico Parks Department. The facilities do not meet accessibility standards for the physically challenged and they are not sufficient to meet current use received at the site. The present visitor contact office is housed in a converted garage. A pump house serves as the current site office. Sanitation facilities need improvements and expansion, and handicapped access needs to be provided.

This *Legacy 99* project would improve health conditions and reduce safety hazards for users of the Public Land, prevent resource damage, and provide accessibility for the physically challenged. The 1993 request of \$1,060,000 includes funds to improve and add sanitation facilities such as vault toilets, an RV waste dump station, and sewage systems (\$200,000); to construct an amphitheater, visitor contact station/office and exhibit space, and parking area (\$700,000); and to pave some campground loop roads and pull-ins (\$150,000). This would allow the BLM to manage the various campground sites of the OVRA more effectively, provide improved visitor contact at the primary gateway to the Recreation Area, and improve our administrative and maintenance operations. It would also improve sanitary conditions at the sites and protect the natural resources of the OVRA.

1993 BLM Construction Project Descriptions

Title: Five Points Recreation Site/Collegiate Peaks Scenic
Overlook Improvements, Arkansas River SRMA

State: Colorado

District: Canon City

Location: Along the Arkansas River, south of Buena Vista and west of
Canon City, in Fremont and Chaggee Counties, southern
Colorado

Estimate: \$465,000

Description: The Arkansas River SRMA stretches over 100 miles of the
Arkansas River between Leadville and Canon City,
Colorado. It is one of the most heavily floated
whitewater rivers in the U.S. Boating use is about
200,000 visitor days annually, plus another 300,000
visitor days of other recreational use. The Colorado
Division of Parks & Outdoor Recreation is cooperating in
managing the SRMA by providing facilities to accommodate
river use. The Five Points and Collegiate Peaks sites are
among the most heavily used areas along the river.

This 1993 *Legacy 99* request includes \$188,000 for the Five
Points Site to drill a new well and furnish water to the
site, improve sanitation facilities, provide improved
access roads and parking areas, develop a 15-unit picnic
site, install interpretative information and safety
signing, build an interpretative trail to the river, and
rip-rap the river shoreline to prevent erosion.
Handicapped access will be provided with all facilities.
The request for \$277,000 for the Collegiate Peaks Site
will be used to construct 2 double restrooms with vault
toilets; drill a water well and provide drinking water;
develop a 15-unit picnic area and a group shelter; and
reconstruct and surface the access road, pull-offs, and a
20-car parking area.

1993 BLM Construction Project Descriptions

Title: Pumphouse Recreation Site, Upper Colorado River

State: Colorado

District: Craig

Location: Along the upper Colorado River, about 10 miles southwest of Kremmling in Grand County, north-central Colorado

Estimate: \$147,000

Description: The Pumphouse Recreation Site is the most heavily used site on the Upper Colorado River for boating access and fishing. This stretch of the River receives over 32,000 visitor days use, with most visitors using the Pumphouse site as the put-in point for floating the River. Existing facilities cannot accommodate the current use, and safety and health are of primary concern due to the absence of adequate sanitary facilities.

In accordance with *Legacy 99*, the 1993 request of \$147,000 would be used to construct 5 vault toilet restrooms and an RV waste dump station; drill a well and provide drinking water; develop 10 pull-through campsites; construct about 1,000 feet of access road and a parking area; improve the boat launch area and river bank stabilization; and prepare a site and install a mobile home unit for administrative office and seasonal quarters use.

1993 BLM Construction Project Descriptions

Title: Merced WSR Visitor Use Areas

State: California

District: Bakersfield

Location: Along the Merced River, in the vicinity of Briceburg (16 miles west of the entrance to Yosemite NP), Mariposa County, in central California

Estimate: \$224,000

Description: In 1988, the Wild and Scenic Rivers Act was amended to add 71 miles of the main stem of the Merced River and 43 miles of the South Fork of the Merced to the National Wild and Scenic River System under BLM management. Visitation is about 75,000 user days annually, with approximately 20,000 whitewater users each month between April and July. Existing undeveloped campground sites and launch/take-out sites cannot accommodate the current use.

As a part of *Legacy 99*, the 1993 request is \$224,000 to provide new and rehabilitate existing overnight camping units at 2 sites (McCabe Flat and Railroad Flat), replace a restroom with a new vault toilet restroom at Willow Placer site, and provide an aggregate surfacing to 3 miles of access road to put-in/take-out points and user facilities.

1993 BLM Construction Project Descriptions

Title: Organ Mountains Recreation Area (OMRA)
State: New Mexico
District: Las Cruces
Location: 10 miles east of Las Cruces, Dona Ana County, in south western New Mexico
Estimate: \$972,000

Description: This project will provide additional recreation facilities to support BLM's management program in the OMRA, located approximately 10 miles east of Las Cruces, New Mexico. The 50,000 acre area, which attracts more than 100,000 visitors annually, is noted for its rugged beauty and diverse wildlife populations. The area has a cultural history which dates back more than 10,000 years. Improvements which support *Legacy 99*, are proposed at 5 sites:

La Cueva Picnic Area - \$572,000 for construction of a 36 unit picnic area with water, parking and sanitary facilities, 4 miles of road, and 3-1/2 miles of trail. Existing facilities in the La Cueva Picnic area are inadequate to meet public demand. Access roads are narrow and rough. Picnic sites need to be expanded to prevent resource damage and for visitor health and safety.

Aguirre Springs Campground - \$100,000 for a spring-fed water system, fences, and cattleguards to provide a potable source of water for the 60,000 visitors annually and to provide for control of cattle which often meander through the Campground.

Aguirre Springs Campground Volunteer Host/Visitor Contact Facilities - \$60,000 for combined housing for campground hosts and visitor contact station. The campground is managed by volunteer hosts who occupy a 20-foot travel trailer with no running water or indoor plumbing.

Dripping Springs Recreation Site - \$120,000 for 12 unit picnic area, sanitary facility, and 6 miles of trail. The 2,800 acre Dripping Springs Natural Area was acquired in 1988 with annual visitation exceeding 35,000 each year. The proposed facilities provide for visitor health and safety as well as facilitating BLM management and protection of the area.

Parking Area and Trail Improvements - \$120,000 for one mile of trail, 2 miles of road, and a parking area to provide safer, improved access and correct current parking problems at the A. B. Cox visitor center in the OMRA.

1993 BLM Construction Project Descriptions

Title: Gunnison Gorge NCA Recreation Complex

State: Colorado

District: Montrose

Location: 7 miles northeast of Montrose, Montrose and Delta Counties, in western Colorado

Estimates: \$225,000

Description: The 64,140-acre Gunnison Gorge NCA provides a variety of recreation opportunities and settings including whitewater boating, backpacking, fishing, hunting, and horseback riding. Within the NCA is a 21,000-acre wilderness study area, which has been recommended for wilderness area designation. Annual visitation is about 12,000. The area lacks suitable sanitary facilities, camp sites and ORV control measures, resulting in vegetative loss and soil erosion. This *Legacy 99* project would decrease safety and health hazards, prevent further impact to the natural resources, and provide opportunities for the physically challenged. In addition, water, sanitation, and other facilities would be constructed at three trailheads.

1993 BLM Construction Project Descriptions

Title: Moonstone Recreation Site, Magic Reservoir SRMA

State: Idaho

District: Shoshone

Location: 70 miles north of Twin Falls, Blaine County, south-central Idaho

Estimate: \$258,000

Description: Construction of one (1) mile of access road, a boat ramp, parking area, vault toilet, picnic tables with shelter, bulletin board, and 2 wells at Magic Reservoir, the fifth most heavily used fishing reservoir in Idaho. Proposed development is in conformance with the management direction provided in the Magic SRMA Plan. This project supports the Secretary's *Legacy 99* Initiative by providing for public access to the reservoir while eliminating resource damage and enabling fee collection.

Specific measures provided by this construction and rehabilitation project include: toilets to eliminate water pollution and public health problems; improvement of the access road including an all weather surface for safety in wet weather; development of a safe boat launch to halt indiscriminate vehicle use along the shoreline; provision of potable water; and, provision of access for the physically challenged.

1993 BLM Construction Project Descriptions

Title: Red Mountain Campground, Bear Trap Canyon

State: Montana

District: Butte

Location: 28 miles west of Bozeman, Madison County, in southwest Montana

Estimate: \$100,000

Description: The project consists of replacing an old campground which, due to condition and location, is no longer capable of attracting users with a new 10-unit campground, a day use area, and sanitation and water facilities. The new campground will improve BLM management of Public Land adjacent to the Madison River where it flows through the Lower Bear Trap Canyon, near the Lee Metcalf Wilderness Area. Currently, the river attracts approximately 30,000 visitors annually due to its reputation as a "blue ribbon" trout fishery. The campground supports the *Legacy 99* initiative by providing an attractive and useable facility to accommodate camping which is now scattered along the riverbank on undeveloped sites causing health, safety and sanitation problems. It will also correct safety problems from vehicle congestion, river bank erosion, and littering. The new facility will also provide access for the physically challenged.

1993 BLM Construction Project Descriptions

Title: Steck Campground, Brownlee Reservoir-Snake River

State: Idaho

District: Boise

Location: 20 miles northwest of Weiser and 85 miles from Boise, Washington County, west-central Idaho

Estimate: \$420,000

Description: Steck Campground is on the Brownlee Reservoir of the Snake River forming the border between Idaho and Oregon. Steck Campground was established in 1963 and currently consists of 33 campsites, two divided restroom buildings, a boat ramp, a boat dock, and a fish cleaning station. Brownlee Reservoir on the Snake River is a favorite recreation resource for not only Idaho and Oregon residents, but visitors from all over the western United States. The 40-mile long reservoir offers excellent boating, swimming, hunting and fishing opportunities. On the Idaho side of the reservoir, only three campgrounds exist. Two are owned by Idaho Power Company and are located along the northern reaches of the reservoir. Steck is the only publicly owned campground on the reservoir.

This 1993 *Legacy 99* effort involves further development, modifications and the addition of facilities to the existing Steck public campground along the Snake River. Additional facilities include drilling a drinking water well and developing a water system, an RV dump station, additional toilet facilities, and additional camp/picnic units. Some camping units will be modified to accommodate groups. Additional vegetation will be established on the site and roads will be surfaced. Some existing roads will be re-routed.

BUREAU OF LAND MANAGEMENT
COMPREHENSIVE CONSTRUCTION TABLE

<u>Park, Refuge, Site</u> <u>Project Title</u>	<u>Rank</u>	<u>Do we own land? (Y/N)</u>	<u>Total Estim. Cost (\$000)</u>	<u>Total Appropri. Thru. 92 (\$000)</u>	FY 1993 BUDGET				<u>Est. Awd. Date (1/4)</u>	<u>Will 93 \$ Compl? (Y/N)</u>	<u>Post 93 Needs? (\$000)</u>	<u>Remarks</u>
					<u>Advance Planning Portion (\$000)</u>	<u>Project Planning Portion (\$000)</u>	<u>Construct Portion (\$000)</u>	<u>Can Phase or Phase More? (Y/N)</u>				
Parker Dam Road Crossroads Campground (AZ, CA)	1	Y	745	400	---	40	345	N	4	Y	---	Completes work initiated in FY 1992
White Sands Campground & Access Road (UT)	2	Y	966	351	---	70	615	N	3	Y	---	Completes project initiated in FY 1992
Steens Mountain Rec. Complex (OR)	3	Y	2,600	927	15	140	1,432	Y	3	N	241	Completes Phase I of the Project
King Range NCA Administration Site (CA)	4	Y	956	---	---	40	956	Y	4	Y	---	Completes Project
El Malpais Visitor Use Facilities (NM)	5	Y	250	---	---	10	250	Y	3	Y	---	Completes Work at 4 Sites
Quail Hill Road South Segment (AZ)	6	Y	1,708	408	---	50	1,300	N	3	Y	---	Completes Project Initiated In 1991
Sourdough Creek Campground (AK)	7	Y	2,002	835	25	70	625	Y	3	N	542	Completes Phase III

BUREAU OF LAND MANAGEMENT
COMPREHENSIVE CONSTRUCTION TABLE

<u>Park, Refuge, Site Project Title</u>		<u>Rank</u>	<u>Do we own land? (Y/N)</u>	<u>Total Estim. Cost (\$000)</u>	<u>Total Appropri. Thru. 92 (\$000)</u>	FY 1993 BUDGET			<u>Can Phase or Phase More? (Y/N)</u>	<u>Est. Awd. Date (1/4)</u>	<u>Will 93 \$ Compl? (Y/N)</u>	<u>Post 93 Needs? (\$000)</u>	<u>Remarks</u>
						<u>Advance Planning Portion (\$000)</u>	<u>Project Planning Portion (\$000)</u>	<u>Construct Portion (\$000)</u>					
Hole-in-the Wall/ Mid Hills Campground (CA)		8	Y	1,150	300	20	45	623	Y	4	N	227	
Kelso Depot Renovation/ Interpretative Area (CA)		9	N	3,880	200	25	80	1,000	N	4	N	2,680	Historic Railroad Depot Renovation
BIFC Main Warehouse Addition (ID)		10	Y	1,000	---	---	50	1,000	N	4	Y	---	Completes Project
Orilla Verde Recreation Area (NM)		11	Y	1,060	---	---	80	1,060	Y	3	Y	---	Completes Project
Five Points Recreation Site (CO)		12	Y	465	---	---	30	465	Y	4	Y	---	Completes Project
Pumphouse Recreation Site (CO)		13	Y	147	---	---	15	147	N	3	Y	---	Completes Project
Merced River Visitor Use Areas (CA)		14	Y	224	---	---	17	224	Y	3	Y	---	Completes Project

BUREAU OF LAND MANAGEMENT
COMPREHENSIVE CONSTRUCTION TABLE

<u>Park, Refuge, Site</u> <u>Project Title</u>	<u>Rank</u>	<u>Do we own land?</u> (Y/N)	<u>Total Estim. Cost</u> (\$000)	<u>Total Appropri. Thru 82</u> (\$000)	FY 1993 BUDGET				<u>Est. Awd. Date</u> (1/4)	<u>Will 93 \$ Compl?</u> (Y/N)	<u>Post 93 Needs?</u> (\$000)	<u>Remarks</u>
					<u>Advance Planning Portion</u> (\$000)	<u>Project Planning Portion</u> (\$000)	<u>Construct Portion</u> (\$000)	<u>Can Phase or Phase More?</u> (Y/N)				
Organ Mountain Recreation Area (NM)	15	Y	972	---	---	40	972	Y	4	Y	---	Completes Projects
Gunnison Gorge Recreation Complex (CO)	16	Y	450	225	---	15	225	N	3	Y	---	Completes Project
Moonstone Recreation Site (ID)	17	Y	258	---	---	18	258	N	4	Y	---	Completes Project
Red Mountain Campground (MT)	18	Y	100	---	---	15	100	N	3	Y	---	Completes Project
Steck Campground (ID)	19	Y	420	---	---	20	420	N	4	Y	---	Completes Project

Justification of Program and Performance

Activity: Access
Subactivity: Access and Easement Acquisition

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	1,391 (24)	1,423 (24)	1,403 (24)	+12 (---)	-20 (---)

Authorization

43 U.S.C. 1701,
1715, 1716

The Federal Land Policy and Management Act of 1976 authorizes the Secretary of the Interior to manage Public Land on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Land as interests in lands.

69 Stat. 374

The Timber Access Road Act of July 26, 1955 authorizes acquiring access to timber roads.

40 U.S.C. 257

The Act of August 1, 1888, as amended, provides condemnation authority.

Objectives

The objectives of the access and easement acquisition program are to:

- o Provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for road and trail access) over non-Federal lands that are essential to implement planned BLM resource management programs;
- o Provide access to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system segments, designated wilderness areas, wilderness study areas, and wild and scenic rivers).

Base program

The 1993 Base funding level for the access and easement acquisition program is \$1,423,000 and 24 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the west, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land through the surrounding non-Federal lands in order for the general public and for the BLM to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the Public Land.

To obtain access, the BLM must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most requests for additional access are received from recreational users of the Public Land.

The BLM *Recreation 2000* strategy identifies access needs for recreational use as a significant issue to be resolved. Access to the Public Land for recreation use is becoming increasingly important. As recreation use and populations increase, the problem becomes more complex. Landowners adjacent to the Public Land are closing access to some areas of the Public Land which have been heavily used in the past.

Approximately 29 million acres of Public Land are unavailable for public use due to the lack of legal access. An estimated 7,000 easements are needed to provide adequate access to these isolated properties. The BLM is presently acquiring about 50 public easements annually. Field offices are working to provide public access to those areas that offer the greatest recreation and tourism opportunities. In addition, approximately 100 easements are acquired annually to administer the commodity related programs (i.e. timber, grazing, etc.).

Since FLPMA repealed all the settlement authorities and required retention of the Public Land, it is important to provide public access to those lands to realize the multiple-use benefits from the Public Land. Closure of Public Land to access results in lawsuits, condemnation actions, threats and even shooting incidents. In some cases, restricted private roads are the only access to large blocks of Public Land, which effectively locks out all public users.

At the Base level, 148 easements could be acquired. Easements to be acquired would be consistent with land use plan decisions.

Decrease from the 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	1,423	1,403	-20
(FTE)	(24)	(24)	(---)

The 1993 Estimate is a decrease of \$20,000. The 1993 Estimate also reflects the absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The decrease of \$20,000 will be accomplished by deferring 4 lower priority easement acquisitions. Priority acquisitions and those easements that provide multiple resource uses such as for recreation and forestry will be emphasized in 1993. About 73 of the planned easements will be for multiple-use purposes (for example recreation, range, or wildlife), and 71 easement acquisitions will predominately facilitate forestry activities on the Public Land.

Access Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	1991 <u>Actual</u>	1992 <u>Enacted To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Easements acquired (#)	144	148	148	144	-4

Distribution of change by object class

The object class detail for the proposed decrease of \$20,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Printing and reproduction		\$ 1,000
Other services		2,000
Supplies and materials		2,000
Land and structures		15,000
Total		-\$20,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Construction and Access

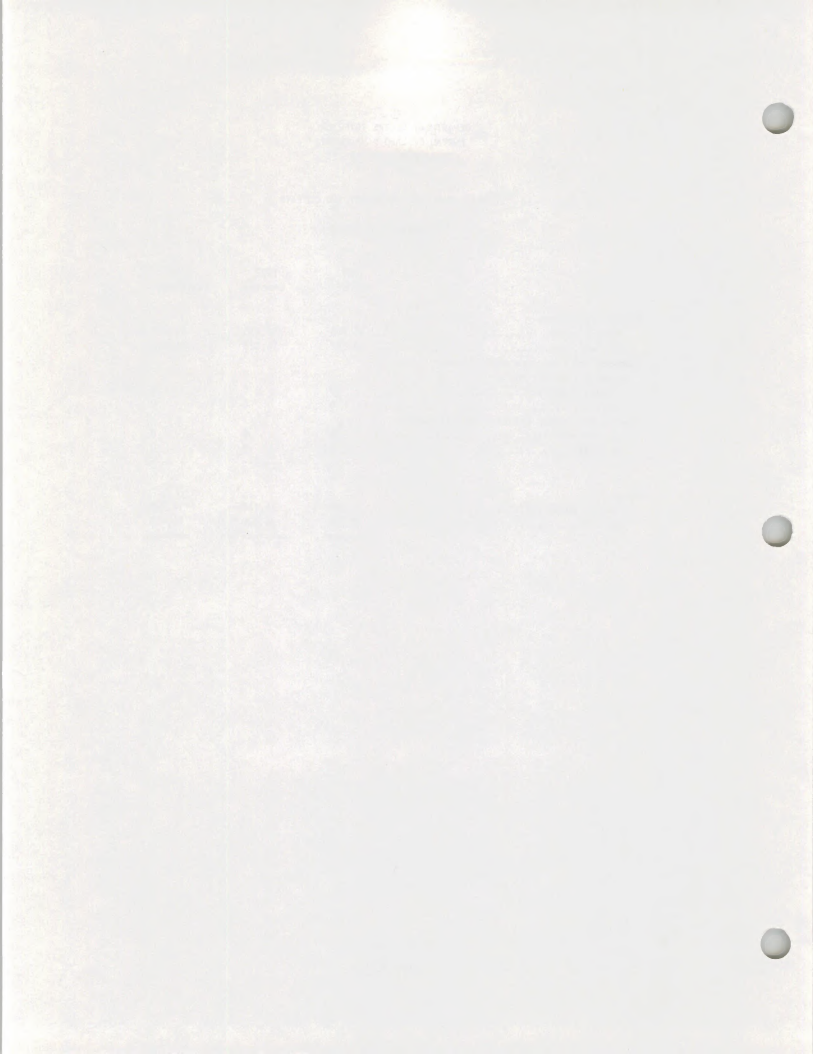
Object Class	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....		1166		1586		420
11.3 Positions other than permanent....		125		121		-4
11.5 Other special compensation		13		54		41
Total personnel compensation	40	1304	40	1761	0	457
Other Objects						
12.1 Personnel benefits.....		119		293		174
21.1 Travel and transportation of persons.....		0		90		90
22.0 Transportation of things.....		0		50		50
23.3 Communications, utilities, and miscellaneous charges.....		0		60		60
24.0 Printing and reproduction.....		0		35		35
25.0 Other services.....		0		1300		1300
26.0 Supplies and materials.....		0		310		310
31.0 Equipment.....		0		130		130
32.0 Lands and structures.....		0		10199		10199
Total Requirements.....		1423		14228		12805

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	15,305	14,138	14,228
Outlays.....	8,657	14,828	14,452
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	15,305	14,138	14,228
Outlays.....	8,657	14,828	14,452
	=====	=====	=====



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1110-0-1-302			
Program by activities:			
Direct program:			
00.01 Construction.....	10,066	12,747	12,825
00.02 Access and easement acquisition..	1,306	1,391	1,403
10.00 Total obligations.....	11,372	14,138	14,228
Financing:			
17.00 Recovery of prior year obligations.....	(55)	---	---
21.40 Unobligated balance available, start of year.....	(4,090)	(8,078)	(8,078)
24.40 Unobligated balance available, end of year.....	8,078	8,078	8,078
39.00 Budget authority	15,305	14,138	14,228
Budget authority			
40.00 Appropriation.....	15,305	14,318	14,228
40.76 Reduction pursuant to P.L.102-154.....	---	(180)	---
43.00 Appropriation.(total).....	15,305	14,138	14,228
Relation of obligations to outlays:			
71.00 Total obligations.....	11,372	14,138	14,228
72.40 Obligated balance, start of year..	4,381	7,041	6,351
74.40 Obligated balance, end of year...	(7,041)	(6,351)	(6,127)
78.00 Adjustments in unexpired accounts	(55)	---	---
90.00 Outlays.....	8,657	14,828	14,452



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July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1110-0-1-302			
BUREAU OF LAND MANAGEMENT			
Personnel compensation:			
11.1 Full-time permanent.....	1,394	1,528	1,586
11.3 Other than full-time permanent..	107	117	121
11.5 Other personnel compensation...	47	52	54
11.9 Total personnel compensation..	1,548	1,697	1,761
12.1 Civilian personnel benefits.....	258	282	293
21.0 Travel and transportation of persons.....	83	87	90
22.0 Transportation of things.....	45	47	50
23.3 Communications, utilities, and miscellaneous charges.....	60	60	60
24.0 Printing and reproduction.....	34	35	35
25.0 Other services.....	1,586	1,300	1,300
26.0 Supplies and materials.....	279	300	310
31.0 Equipment.....	121	125	130
32.0 Land and structures.....	7,358	10,133	10,199
99.0 Subtotal, Bureau of Land Management.....	11,372	14,066	14,228



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1110-0-1-302			
FEDERAL HIGHWAY ADMINISTRATION			
Personnel compensation:			
11.1 Full-time permanent.....	---	35	---
11.9 Total personnel compensation..	---	35	---
12.1 Civilian personnel benefits.....	---	5	---
21.0 Travel and transportation of persons.....	---	3	---
22.0 Transportation of things.....	---	2	---
23.3 Communications, utilities, and miscellaneous charges.....	---	1	---
25.0 Other Services.....	---	16	---
32.0 Land and structures.....	---	10	---
99.0 Subtotal, Federal Highway Administration.....	---	72	---
99.9 Total obligations.....	11,372	14,138	14,228
Obligations are distributed as follows:			
Interior, Bureau of Land Management...	11,372	14,066	14,228
Transportation--Federal Highway Administration.....	---	72	---



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1110-0-1-302			
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	38	40	40
Full-time equivalent of overtime and holiday hours.....	1	1	1
FEDERAL HIGHWAY ADMINISTRATION			
Total compensable workyears:			
Full-time equivalent employment.....	---	1	---



Appropriation Summary Statement

Appropriation: Payments In Lieu of Taxes

This appropriation provides for payments in lieu of taxes, under the authority of 31 U.S.C. 6901-07, to counties and other units of general local government for lands located within their boundaries which are administered by BLM, the Forest Service, the National Park Service, and certain other Federal agencies.

The law provides for payment of 75 cents per acre, reduced by payments made under certain other revenue sharing programs such as the Mineral Leasing Act and the National Forest Revenue Act; or a payment of 10 cents per acre, whichever is greater. However, the payment to each recipient may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas, and for any land or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586).

The 1993 request for Payments In Lieu of Taxes is \$105,000,000, which will provide the full level of payments to units of general local government as authorized under current statutory formulas.

Appropriation Language Sheet

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), \$105,000,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Payments In Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907), \$105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07, *Payments In Lieu of Taxes Act of 1976*, as amended, authorizes and directs the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. of which not to exceed \$400,000 shall be available for administrative expenses.

P.L. 102-154

P.L. 102-154, *Department of the Interior and Related Agencies Appropriations Act, 1992*, authorizes the use of \$400,000 for administrative expenses.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: PAYMENTS IN LIEU OF TAXES

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	1	103677		
1993 BASE BUDGET.....	1	103677		
Program Changes (Changes to base budget, detailed below).....	0	1323		
TOTAL REQUIREMENTS (1993 ESTIMATE).....	1	105000		

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Payments in Lieu of Taxes.....	2	104448	1	103677	1	103677	1	105000	0	1323	0	1323

Justification of Program and Performance

Appropriation: Payments In Lieu of Taxes

(dollars in thousands)

	1992 Enacted To date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	103,677 (1)	103,677 (1)	105,000 (1)	+1,323 ---	+1,323 ---

Authorization

31 U.S.C. 6901-6907 The *Payments In-Lieu of Taxes Act of 1976*, as amended, authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land is located.

Objectives

The objectives of the Payments In-Lieu of Taxes (PILT) program are to:

- o Determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- o Make payments, to the extent that funds are available, to all qualified recipients.

Base program

The PILT Act provides for payments to units of local general government (e.g., counties) which contain certain Federally-owned lands within their boundaries. These payments are designed to supplement other Federal land revenue sharing payments that county governments may be receiving. Payments received under the PILT Act may be used by the recipients for any governmental purpose. The PILT appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

The Act authorizes several types of annual payments to be made to eligible units of local government.

"Entitlement Land" Payments (31 U.S.C. 6901)

Payments to eligible units of local government are made, under one of two alternative procedures authorized by 31 U.S.C. 6901, based on the number of acres of "entitlement lands" within the county or other eligible unit of government. "Entitlement lands" consist of lands in the National Forest System and the National Park System; lands administered by the Bureau of Land Management (except for the revested Oregon & California Grant Lands, and the reconveyed Coos Bay Wagon Road Lands, both of which are addressed by separate revenue sharing laws); lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge areas

withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

Under this provision of the PILT program, the amount paid to the eligible recipients is determined by the higher calculation resulting from either of the following two alternative procedures:

- (1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year is deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local general government and are not deducted from the amount to be paid to the unit. The 11 Federal land payment laws that are considered in making this computation are as follows:
 - (a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);
 - (b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);
 - (c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);
 - (d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);
 - (e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);
 - (f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);
 - (g) The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);
 - (h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);
 - (i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);
 - (j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and
 - (k) Refuge Revenue Sharing Act of 1978, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the BLM each year by the Governor of each State or his delegate.

or

- (2) Ten cents for each acre of "entitlement land" within the boundaries of the unit of government without any deductions made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Any payment made for "entitlement lands" is subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita for populations up to 5,000 and going to \$20 per capita at between 49,000 and 50,000 population with a maximum payment of \$1,000,000. Under the first Alternative method of calculation, if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, the reductions for other Federal land payments received are made from the ceiling amount, not from the amount derived by multiplying 75 cents per acre.

Section 6904 Payments

Under 31 U.S.C. 6904, payments are also authorized for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal government. Payments under this section are made in addition to payments for entitlement lands under 31 U.S.C. 6901. The payments are based on one percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of \$100 or more made under Section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal government.

Section 6905 Payments

Under 31 U.S.C. 6905, payments are authorized for any lands or interests in lands owned by the Federal government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal government.

Administrative Expenses

Up to \$400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with Congress and other Federal land-managing agencies, communications with State officials and counties which receive payments, and the cost of salaries, expenses and ADP services needed to compute alternative payment calculations and the final disbursement schedule sent to Treasury.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS TO ELIGIBLE UNITS OF GOVERNMENT BY STATE

STATE/TERRITORY	1991 PAYMENT
Alabama	\$ 116,762
Alaska	4,640,315
Arizona	8,093,450
Arkansas	972,824
California	10,191,402
Colorado	6,704,831
Connecticut	17,781
Delaware	9,576
District of Columbia	5,283
Florida	1,043,616
Georgia	757,574
Guam	1,644
Hawaii	36,263
Idaho	7,264,717
Illinois	319,084
Indiana	158,421
Iowa	127,815
Kansas	338,096
Kentucky	598,553
Louisiana	161,614
Maine	87,762
Maryland	39,425
Massachusetts	52,465
Michigan	1,122,556
Minnesota	816,638
Mississippi	442,888
Missouri	854,383
Montana	8,002,820
Nebraska	340,588
Nevada	6,709,372
New Hampshire	213,840
New Jersey	40,842
New Mexico	10,463,507
New York	41,243
North Carolina	1,271,999
North Dakota	558,847
Ohio	167,669
Oklahoma	755,893
Oregon	2,845,197
Pennsylvania	208,938
Puerto Rico	7,394
South Carolina	130,632
South Dakota	1,335,409
Tennessee	457,779
Texas	1,352,004
Utah	8,966,332
Vermont	231,253
Virgin Islands	10,929
Virginia	1,217,483
Washington	1,402,611
West Virginia	925,109
Wisconsin	424,886
Wyoming	<u>7,034,067</u>
TOTAL	\$100,092,381

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
-----	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....		51		51		0
	----	-----	----	-----	----	-----
Total personnel compensation	1	51	1	51	0	0
Other Objects						
-----	----	-----	----	-----	----	-----
12.1 Personnel benefits.....		9		9		0
24.0 Printing and reproduction.....		5		5		0
25.0 Other services.....		330		330		0
26.0 Supplies and materials.....		5		5		0
41.0 Grants, subsidies,& contributions.		103277		104600		1323
	-----	-----	-----	-----	-----	-----
Total Requirements.....		103677		105000		1323

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	104,448	103,677	105,000
Outlays.....	100,399	103,830	105,000
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	104,448	103,677	105,000
Outlays.....	100,399	103,830	105,000
	=====	=====	=====

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-1114-0-1-806			
Program by activities:			
10.00 Total obligations.....	100,540	103,677	105,000
Financing:			
25.00 Unobligated balance expiring....	3,916	---	---
25.10 Unobligated balance restored....	(8)	---	---
39.00 Budget authority.....	104,448	103,677	105,000
40.00 Appropriation.....	104,448	105,000	105,000
40.76 Reduction pursuant to P.L. 102-154.....	---	(1,323)	---
43.00 Appropriation.(total).....	104,448	103,677	105,000
Relation of obligations to outlays:			
71.00 Total obligations.....	100,540	103,677	105,000
72.40 Obligated balance, start of year	12	153	---
74.40 Obligated balance, end of year.	(153)	---	---
90.00 Outlays.....	100,399	103,830	105,000



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Case 180
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STANDARD FORM 300
July 1964, Bureau of the Budget
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500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1114-0-1-806			
11.1 Personnel compensation, full-time permanent.....	124	49	51
12.1 Civilian personnel benefits.....	21	8	9
24.0 Printing and reproduction.....	14	5	5
25.0 Other services.....	238	335	330
26.0 Supplies and materials.....	51	3	5
41.0 Grants, subsidies, and contributions.....	100,092	103,277	104,600
99.9 Total obligations.....	100,540	103,677	105,000



Type size:
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Case 150
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1114-0-1-806			
Total compensable workyears:			
Full-time equivalent employment.....	2	1	1



Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding from the Land and Water Conservation Fund for acquisition of lands or waters, or interests therein, essential to improve the manageability of the Public Land and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress.

In 1993, \$42,090,000 is requested for high-priority land acquisitions supporting the President's *America the Beautiful* initiative. The purposes of this initiative are to benefit the environment and to enhance access for all Americans to the Nation's treasury of Public Land resources and recreational opportunities.

Bureau of Land Management land acquisition priorities are those which meet the objectives of enhancing recreation and protecting critical natural resources, including wetlands/riparian areas and crucial wildlife habitat for threatened and endangered species.

Appropriation Language Sheet

LAND ACQUISITION

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, [\$25,322,000] *\$42,090,000* to be derived from the Land and Water Conservation Fund, to remain available until expended.

(16 U.S.C. 4601, 460y, 43 U.S.C. 1715, 43 U.S.C. 1716, 43 U.S.C. 1748; Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, [\$25,322,000] \$42,090,000 to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 4601
16 U.S.C. 460y
43 U.S.C. 1715
43 U.S.C. 1716
43 U.S.C. 1748
P.L. 102-154

16 U.S.C. 4601 provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area.

43 U.S.C. 1715 (FLPMA Section 205) authorizes the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

43 U.S.C. 1716 (FLPMA Section 206) authorizes the exchange of Public Land when the exchange serves the public interest.

43 U.S.C. 1748 (FLPMA Section 318(d)) authorizes the Secretary of the Interior to use the Land and Water Conservation Fund to purchase lands necessary for proper management of Public Lands which are primarily of value for outdoor recreation purposes.

Public Law 102-154, the 1992 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1992.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: LAND ACQUISITION

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1992.....			40	25003
REPAYMENT OF PRIOR YEAR TRANSFER.....				495
ADJUSTED APPROPRIATION, 1992.....			40	25498
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR ONE TIME ACQUISITION PROJECTS.....	-23423			
ADJUSTMENT FOR REPAYMENT OF PRIOR YEAR TRANSFER.....	-495			
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....	5			
ADJUSTMENT FOR FY1992 AND FY1993 PAY INCREASE.....	33			
ADJUSTMENT FOR HEALTH INSURANCE BENEFITS.....	5			
ADJUSTMENT FOR ONE LESS PAID DAY IN FY 1992.....	-5			
TOTAL ADJUSTMENTS TO BASE.....			0	-23880
1993 BASE BUDGET.....			40	1618
Program Changes (Changes to base budget, detailed below).....			0	40472
TOTAL REQUIREMENTS (1993 ESTIMATE).....			40	42090

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC(+) DEC(-) FROM 1992		INC(+) DEC(-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Acquisition.....	0	14522	0	23423	0	0	0	40290	0	16867	0	40290
2. Acquisition Management.....	41	1045	40	1580	40	1618	40	1800	0	220	0	182
3. Transfers.....	0	-495	0	495	0	0	0	0	0	-495	0	0
Total Requirements.....	41	15072	40	25498	40	1618	40	42090	0	16592	0	40472

Justification of Base Adjustments

Land Acquisition

	(\$000)
	1992 Est/1993 Change
	1992 FTE/1993 Change
<u>Reduction for 1992 One-Time Acquisition Projects</u>	NA/- \$23,423
<u>Adjustment for Repayment of Prior Year Transfer</u>	NA/- \$495
Adjustment to reflect repayment of funds borrowed from this account in 1991 to help cover emergency firefighting costs.	
<u>CSRS/FERS Retirement Costs</u>	\$95/+ \$5
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.	
<u>Additional Costs in FY 1993 of the January 1992 and January 1993 Pay Raises</u>	\$1,748/+ \$33
The adjustment is for an additional amount of \$11,000 needed in 1993 to fund 50 percent of the one additional quarter of costs associated with the 4.2 percent pay raise effective in January 1992, and for an additional amount of \$22,000 needed in FY 1993 to cover 44 percent of the estimated costs associated with the 3.7 percent pay raise that will be effective in January 1993.	
<u>One Less Paid Day in FY 1993</u>	NA/- \$5
The decrease in personnel compensation results from there being one less paid day in 1993 than in 1992.	
<u>Health Insurance Benefits</u>	\$42/+ \$5
The adjustment is for extraordinary increases in the cost of funding the Bureau's share of Federal health benefit plans.	

Budgetary Resources for Land Acquisition
BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14-5033-0-2-302)

FY 1992 Budgetary Status

Budget authority available:

(dollars in thousands)

Appropriation realized	\$25,003
Prior-year unobligated balance brought forward.	12,317
Transferred from other accounts	<u>495</u>
Total BA available for obligation	\$37,815

Less anticipated obligations (by activity):

1. Acquisition management	\$ 1,580
2. Acquisitions	<u>23,423</u>
Total anticipated obligations	\$25,003

1993 Request

Anticipated unobligated balance brought forward \$12,812

Plus increases proposed (by activity):

1. Acquisition management	\$ 1,800
2. Acquisitions	<u>40,290</u>
Total increase proposed	\$42,090

Total anticipated BA available for obligation \$54,902

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition
(14-5033-0-2-302)

(dollars in thousands)

	1991 Actual	1992 Enacted To Date	1993 Estimate	Dec. (-) Inc. (+) From 1992
1. Acquisition Management				
BA available for obligation:				
Appropriation	1,050	1,600	1,800	+200
Sequester	-5	-20	---	+20
Unoblig. bal. brt. fwd.	100	100	100	---
Total BA available	1,145	1,680	1,900	+220
Less obligations	-1,045	-1,580	-1,800	-220
Unoblig. balance brt. fwd.	100	100	100	---
(FTE)	(40)	(40)	(40)	(---)
2. Acquisitions				
BA available for obligation:				
Appropriation	14,599	23,722	40,290	+16,568
Sequester	-77	-299	---	+299
Unoblig. bal. brt. fwd.	8,836	12,217	12,712	+495
Recovery of prior year obligations	+5	---	---	---
Transfers to (-) or from (+) other accounts	-495	+495	---	-495
Total BA available	22,868	36,135	53,002	+16,867
Less obligations	-10,651	-23,423	-31,703	-8,280
Unoblig. balance brt. fwd.	12,217	12,712	21,299	+8,587
(FTE)	(---)	(---)	(---)	(---)
Account Total:				
BA available for obligation:				
Appropriation	15,649	25,322	42,090	+16,768
Sequester	-82	-319	---	+319
Unoblig. bal. brt. fwd.	+8,936	+12,317	+12,812	+495
Recovery of prior year obligations	+5	---	---	---
Transfers to (-) or from (+) other accounts	-495	+495	---	-495
Total BA available	24,013	37,815	54,902	+17,087
Less obligations	-11,696	-25,003	-33,503	-8,500
Unoblig. balance brt. fwd.	12,317	12,812	21,399	+8,587
(FTE)	(40)	(40)	(40)	(---)

Justification of Program and Performance

Appropriation: Land Acquisition

(dollars in thousands)

	1991 <u>Actual</u>	1992 <u>Enacted To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
Acquisition Management						
\$	1,045	1,580	1,618	1,800	+220	+182
(FTE)	(41)	(40)	(40)	(40)	(---)	(---)
Acquisition						
\$	14,027	23,918	---	40,290	+16,372	+40,290
(FTE)	(---)	(---)	(---)	(---)	(---)	(---)
Total Requirements						
\$	15,072	25,498	1,618	42,090	+16,592	+40,472
(FTE)	(41)	(40)	(40)	(40)	(---)	(---)

Authorization

43 U.S.C. 1715,
1748(d)

The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d) of FLPMA).

16 U.S.C. 4601,
460y

The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring lands or interests in lands, within the area and selected adjacent lands.

16 U.S.C. 460uu-21

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes authorizes acquiring lands and interests in lands within the area designated.

Objectives

The objectives of the land acquisition program are to:

- o Improve the management of the Public Land and reduce management costs;
- o Enhance recreational opportunities on the Public Land particularly in support of the President's *America the Beautiful* initiative; and
- o Carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands.

ACQUISITION MANAGEMENT

Base Program

The 1993 Base funding level for acquisition management is \$1,618,000 and 40 FTE. This program provides the required technical, administrative and program management support to guide the development and implementation of the BLM land acquisition program. It covers costs associated with title research, project planning, program coordination with other program areas and with local governments and private parties; and administrative support services necessary to implement land acquisition projects.

Increase from the 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	1,618	1,800	+182
(FTE)	(40)	(40)	(---)

The 1993 Estimate is an increase of \$182,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise.

The additional funding will be used to support the management of the expanded land acquisition program planned in 1993. This increase will allow acquisitions to proceed in a timely basis in all authorized areas.

Distribution of Change by Object Class

The object class detail for the proposed increase of \$182,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$30,000
Transportation of things		16,000
Rent, communications, and utilities		8,000
Printing and reproduction		10,000
Other services		72,000
Supplies and materials		26,000
Equipment		<u>20,000</u>
Total		+\$182,000

ACQUISITIONS

1993 program

A 1993 program of \$40,290,000 for acquisition projects is a part of the President's *America the Beautiful* initiative. The purposes of this initiative are to protect, preserve and expand America's National treasury of parks, forests, wildlife refugees and Public Land, and to greatly enhance the access for all of our citizens to the Public Land and recreational opportunities.

BLM's 1993 land acquisition program includes funding for 23 high priority land acquisition projects that meet the goals of the *America the Beautiful* initiative. The identified projects provide additional recreation opportunities for the American people, and protect natural resources and biological values that are nationally significant in their diversity, quantity, and quality. This significance has been recognized by the Congressional designation given to the many areas in which acquisitions will be made, and the public interest generated about these acquisition projects. The public's support and appreciation of the BLM's multiple-use policies are closely related to the BLM's ability to acquire critical properties and provide management and resource protection to the areas as they may require.

The acquisition projects proposed in the 1993 President's Budget represent the top priority land acquisition proposals of the three land managing bureaus within the Department of the Interior (DOI) and the USDA Forest Service, as determined through a uniform ranking system using specific land acquisition criteria jointly developed by the DOI and USDA.

Included in the 1993 program, \$1,045,000 is requested for "Emergency, Hardship and Inholding Acquisitions." This funding provides for the acquisition of certain tracts of land within designated recreation, wilderness, or conservation areas which might become available for acquisition upon short notice or due to emergency circumstances. These acquisitions will prevent development or uses which may adversely impact resource values, preclude acquisition in the future, and facilitate implementation of the management objectives for the project or special areas. This funding also enables the BLM to take advantage of "windows of opportunity" in the acquisition of important tracts as they become available on the real estate market.

The project areas identified for acquisition in 1993 are summarized in the narratives which follow, and are presented in priority order based upon the application of the Departmental land acquisition criteria.

Bureau of Land Management

1993 Land Acquisition Projects

<u>Projects, State</u>	<u>Amount</u>
1. Idaho Lands Exchange, ID	\$5,000,000
2. Organ Mountains ACEC, NM	1,500,000
3. Chilly Slough, ID	250,000
4. Santa Rosa Mountains NSA, CA	5,500,000
5. Cache Creek ACEC, CA	4,500,000
6. Dos Palmas/Salt Creek ACEC, CA	1,000,000
7. Point Colville/Chadwick ACEC, WA	1,250,000
8. San Pedro Riparian NCA, AZ	1,000,000
9. San Sebastian Marsh, CA	500,000
10. East Mojave NSA, CA	2,000,000
11. Garden Park Fossil Area, CO	500,000
12. Central Valley Wetlands, CA	2,000,000
13. Devil's Elbow/Hauser Lake, MT	600,000
14. San Pedro Ecosystem, AZ	2,100,000
15. Carrizo Plains Natural Area, CA	1,547,000
16. Morongo Canyons ACEC, CA	500,000
17. Desert Tortoise Habitat, CA	700,000
18. King Range NCA, CA	500,000
19. Lower Salmon River, ID	1,550,000
20. Arizona Wilderness, AZ	1,580,000
21. Fishtap Lake (Miller Ranch), WA	2,350,000
22. Blackfoot River Corridor, MT	1,818,000
23. West Eugene Wetlands, OR	<u>1,000,000</u>
Subtotal, Line-Item Projects	\$39,245,000
Emergency, Hardship, & Inholding Acquisitions	<u>1,045,000</u>
Acquisitions, TOTAL	\$40,290,000

ACEC = Area of Critical Environmental Concern

NSA = National Scenic Area

NCA = National Conservation Area

COMPREHENSIVE LAND ACQUISITION TABLE
\$000

Project & Location (Park, Refuge, Site)	DOI Rank	FY 1993 Budget \$/Acres	% of total Acres to be acq. by 9/30/93	Total Acres Remaining to be acq. after 93	Benefits
1. Idaho Lands Exchange, ID	2	\$5,000/1,750A	45%	1,750A	Riparian/Wildlife
2. Organ Mountains ACEC, NM	5	1,500/1,300A	50%	5,200A	Recreation/Wildlife
3. Chilly Slough, ID	6	250/3,500A	100%	---	Riparian
4. Santa Rosa Mtns. NSA, CA	7	5,500/2,750A	100%	53,280A	Wildlife
5. Cache Creek ACEC, CA	8	4,500/18,000A	100%	11,935A	Recreation/Wildlife
6. Dos Palmas/Salt Cr, CA	10	1,000/3,000A	100%	7,681A	Riparian
7. Point Colville/Chadwick ACEC, WA	11	1,250/200A	70%	260A	Wildlife
8. San Pedro Riparian NCA, AZ	13	1,000/800A	100%	3,355A	Riparian/Wildlife
9. San Sebastian Marsh, CA	15	500/1,280A	70%	8,120A	Riparian
10. East Mojave NSA, CA	17	2,000/8,000A	100%	86,736A	Wildlife/Recreation
11. Garden Park Fossil Area, CO	18	500/920A	50%	---	Recreation
12. Central Valley Wetlands, CA	19	2,000/1,761A	100%	14,866A	Riparian/Wildlife
13. Devil's Elbow/Hauser Lake, MT	20	600/225A	80%	---	Recreation/Wildlife
14. San Pedro Ecosystem, AZ	21	2,100/2,500A	70%	24,250A	Riparian/Wildlife
15. Carrizo Plains Natural Area, CA	22	1,547/4,000A	100%	41,244A	Wildlife
16. Morongo Canyons ACEC, CA	25	500/1,000A	100%	7,083A	Riparian/Wildlife
17. Desert Tortoise Habitat, CA	26	700/2,650A	30%	797,440A	Wildlife
18. King Range NCA, CA	28	500/200A	60%	2,825A	Recreation/Wildlife
19. Lower Salmon River, ID	37	1,550/705A	100%	2,520A	Recreation
20. Arizona Wilderness, AZ	44	1,580/250A	70%	4,500A	Wildlife/Recreation
21. Fishtrap Lake Properties (Miller Ranch), WA	50	2,350/8,000A	55%	---	Wildlife
22. Blackfoot River Corridor, MT	53	1,818/4,979A	100%	---	Wildlife/Riparian
23. West Eugene Wetlands, OR	58	1,000/325A	50%	2,525A	Riparian

BUREAU OF LAND MANAGEMENT

1993 Land Acquisition Program

Project Area: 1. Idaho Lands Exchange, ID

Location: Latah, Benewah, Idaho, Kootenai, Clearwater, and Shoshone Counties,
Idaho: Congressional District, ID-01

Cost Detail:

	<u>FY 1993</u>				<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>		<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	1,750	2,857	\$5,000		1,750	2,857	\$5,000

Improvements: Unimproved

Description: In response to hundreds of requests from local governmental entities, interest groups, industry, and the land using public to consolidate Public Land holdings in northern Idaho, the BLM is undertaking efforts to acquire land valued for recreation uses and wildlife habitat. Following extensive public participation, the BLM prepared a land use plan delineating 19 Management Areas in northern Idaho where BLM is focusing its management efforts and enhance significant resource values. Hard to manage, scattered Public Land which are outside these management areas are being used as an exchange base.

Need: The lands proposed for acquisition by the BLM have very high values for recreation, wildlife and anadromous fisheries. Acquisition will enhance on-going BLM management programs in northern Idaho, as well as provide legal access to large contiguous tracts of Public Land. Many of the parcels identified for acquisition support populations of endangered plant and animal species.

Project Area: 2. Organ Mountains Area of Critical Environmental Concern
(ACEC), NM

Location: Dona Ana County, NM: Congressional District, NM-02

Cost Detail:

	<u>FY 1993</u>				<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>		<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	1,300	1,154	\$1,500		5,200	1,154	\$6,000

Improvements: Fences and stock water tanks

Description: This area receives well over 100,000 recreation visitor days annually. There are 24 threatened, endangered or state listed species occurring in the ACEC. The Organ Mountains comprise 3 major life zones with habitat for 250 bird species and 70 mammals. Numerous springs, seeps and intermittent drainages with riparian values are also found within the ACEC.

Need: The Organ Mountains provide a backdrop to the City of Las Cruces. Recent residential development on adjacent land is adversely impacting the scenic values, in addition to causing resource damage and restricting public access to these lands.

1993 Land Acquisition Program

Project Area: 3. Chilly Slough, ID

Location: Custer County, ID: Congressional District, ID-02

Cost Detail:

FY 1993			Future		
		Total Amount (000)			Total Amount (000)
	Acres	\$/Acre	Acres	\$/Acre	
Land	3,500	71	\$250	0	0

Improvements: Undeveloped

Description: The project area is a large wetlands complex which provides habitat for endangered peregrine falcons and potential habitat for endangered whooping cranes and sensitive trumpeter swans. This is a key breeding area for waterfowl including redhead ducks, sandhill cranes and long-billed curlews.

Need: This acquisition would complete BLM's efforts to acquire key wetlands/riparian habitat and recreational lands within the project area, and supports the President's No Net Loss of Wetlands initiative and the BLM's Wetlands/Riparian Initiative for the 1990's.

Project Area: 4. Santa Rosa Mountains NSA, CA

Location: Riverside County, CA: Congressional District, CA-37

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
			Total Amount (000)			Total Amount (000)
	<u>Acres</u>	<u>\$/Acre</u>		<u>Acres</u>	<u>\$/Acre</u>	
Land	2,750	2,000	\$5,500	53,280	469	\$25,000

Improvements: Unimproved Land

Description: The scenic mountain backdrop for the Coachella Valley near Palm Springs, California, was designated as the Santa Rosa Mountains National Scenic Area on March 31, 1990, in recognition of the important scenic, cultural, recreational, wildlife, and wilderness resources within the mountain range. This area is prime habitat for the Peninsular Big Horn Sheep. The population of the Coachella Valley/Palm Springs area is growing rapidly. Residential development has reached the base of the mountains and is planned in the interior of the Santa Rosa Mountains. These developments would severely jeopardize the Big Horn Sheep habitat if the land is not acquired.

Need: These acquisitions will protect habitat for the Peninsular Big Horn Sheep in this area of rapidly expanding development.

1993 Land Acquisition Program

Project Area: 5. Cache Creek ACEC, CA

Location: Lake, Colusa & Yolo Counties, CA: Congressional Districts, CA-1, 2, and 4

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	18,000	250	\$4,500	11,935	758	\$9,050

Improvements: Working Ranch

Description: The Cache Creek drainage is a major use area for wintering bald eagles, in addition to providing critical habitat for a Tule Elk herd. Cache Creek is also a popular white water rafting area in the spring and early summer when the water is high.

Need: The specific tract of property planned for acquisition in 1993 is a ranch property that has been subject to deteriorating resource conditions and use. The owner of the property has threatened to block access to Buck Island, a popular staging area for river floaters. Acquisition will ensure added protection for the critical wildlife habitat, as well as allow recreational uses to continue.

Project Area: 6. Dos Palmas/Salt Creek ACEC, CA

Location: Riverside County, CA: Congressional District, CA-37

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	3,000	333	\$1,000	7,681	869	\$6,675

Improvements: Unimproved Land

Description: Located in the California desert on the edge of the Coachella Valley, this part of the Salt Creek contains a variety of palm oases and seeps providing habitat for the endangered Yuma Clapper Rail and Desert Pupfish. It also provides access to the Bradshaw Trail, a historic stage route, and contains historic structures and other features associated with General George Patton's World War II desert training exercises.

Need: This funding will enable the BLM to continue participation in the multi-agency acquisition program for the conservation and protection of riparian resource values and provide public access to segments of the Bradshaw Trail.

1993 Land Acquisition Program

Project Area: 7. Point Colville/Chadwick Hill ACEC, WA

Location: San Juan County, WA: Congressional District, WA-02

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	200	6,250	\$1,250	260	5,769	\$1,500

Improvements: Undeveloped

Description: Located in the San Juan Islands, this property has a diverse plant community made up of extensive coniferous and deciduous forests, fescue grassland, wetlands, open beaches and rocky headlands.

Need: The site contains important scenic values due to the view of the Cascade Mountains and Mt. Baker to the east and the Olympic Mountains to the south, in addition to containing a very unique landform. The potential for extensive development and destruction of this landform exists if the property is not acquired.

Project Area: 8. San Pedro Riparian NCA, AZ

Location: Cochise County, AZ: Congressional District, AZ-05

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	800	1,250	\$1,000	3,355	1,520	\$5,101

Improvements: Unimproved Land

Description: This area contains desert riparian habitat, diverse wildlife populations, cultural and paleontological resources, and outstanding recreational opportunities within the designated National Riparian Conservation Area.

Need: The acquisition of these tracts will provide for acquisition of 800 acres of inholdings to protect riparian and wildlife values in the area. This acquisition supports the President's No Net Loss of Wetlands initiative and the BLM's Riparian/Wetlands Initiative for the 1990's.

1993 Land Acquisition Program

Project Area: 9. San Sebastian Marsh ACEC, CA

Location: Imperial County, CA: Congressional District, CA-45

Cost Detail:

	<u>FY 1993</u>				<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>		<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	1,280	391	\$500		8,120	142	\$1,150

Improvements: Unimproved Lands

Description: The waters in this area are home to the Federally-listed endangered pupfish. Major archaeological values, including large village sites, temporary camps, cremation loci, a potential for buried sites, and remnants of San Sebastian Village, are also located in the area.

Need: Potential agricultural development threatens the surface water and water table in this area. These acquisitions will protect habitat for the endangered pupfish, and riparian and cultural values in the area.

Project Area: 10. East Mojave NSA, CA

Location: San Bernardino County, CA: Congressional District, CA-35

Cost Detail:

	<u>FY 1993</u>				<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>		<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	8,000	250	\$2,000		86,736	308	\$26,700

Improvements: Undeveloped

Description: Designated in 1980, this area is the Nation's first National Scenic Area. The East Mojave Scenic Area is an extremely fragile desert ecosystem which is being threatened by increased use. This funding would augment an active land exchange program and facilitate the purchase of high priority tracts of important plant and wildlife habitat and disperse recreation use.

Need: Acquisitions will protect valuable wildlife resources in this fragile area and facilitate compatible recreational use. Acquisition of the proposed 8,000 acres will help consolidate lands to improve BLM manageability and protect the sensitive resources in the area.

1993 Land Acquisition Program

Project Area: 11. Garden Park Fossil Area, CO

Location: Fremont County, CO: Congressional District, CO-05

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	920	543	\$500	0	0	\$0

Improvements: Unimproved

Description: This area has world wide significance for historic dinosaur excavations as it contains more specimens than any other place in North America. Garden Park is located along the Goldbelt Tour National Backcountry Byway and offers extensive recreation opportunities.

Need: The acquisition of these key parcels will help protect and ensure proper management of the unique and fragile resources located in the area.

Project Area: 12. Central Valley Wetlands, CA

Location: Sacramento & Siskiyou Counties, CA: Congressional Districts, CA-02 & 04

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	1,761	1,136	\$2,000	14,866	824	\$12,250

Improvements: Generally unimproved with some agricultural

Description: An estimated 93 percent of the Central Valley wetlands has been lost due to agricultural diking. This wetlands area provides 20 percent of the wintering waterfowl habitat in the nation, habitat for 8 Federally listed/threatened species, and supports chinook salmon. In accordance with the North American Waterfowl Plan, BLM is working in conjunction with other non-profit organizations and agencies to acquire about 10 percent of the wetlands area for protection and enhancement.

Need: The funding will enable the BLM to acquire 1,761 acres of important wetlands/riparian habitat. Acquisitions will support the President's No Net Loss of Wetlands initiative and the BLM's Riparian/Wetlands Initiative for the 1990's.

1993 Land Acquisition Program

Project Area: 13. Devil's Elbow, MT

Location: Lewis and Clark County, MT: Congressional District, MT-01

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	225	2,578	\$600	0	0	0

Improvements: Unimproved

Description: This property offers 2 miles of shoreline and riparian inlets along Hauser Lake. There is a high demand for recreation on this lake for which this site provides unlimited opportunities. The property also provides important habitat for deer, waterfowl, osprey and other raptors, including the endangered bald eagle.

Need: The subject property is facing imminent development. The current owner has postponed sales to promote public acquisition by BLM and has agreed to provide certain recreation and wildlife improvements if the property is acquired.

Project Area: 14. San Pedro Ecosystem, AZ

Location: Graham, Pinal, Pima and Cochise Counties, AZ: Congressional District, AZ-05

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	2,500	840	\$2,100	24,250	869	\$21,081

Improvements: Unimproved lands

Description: This property is significant for its biodiversity as it provides stepping stones of riparian habitat for non-game migratory birds. About 300 different bird species have been sighted in this valley. This is considered the second highest species diversity in the United States. Additionally, the area provides important recreation opportunities.

Need: Acquisitions in this area will protect riparian and wildlife habitat and provide additional recreational opportunities. The outstanding vegetation, wildlife and cultural resources in this area are easily accessible to most Arizona residents and visitors and complements those values protected in the nearby San Pedro Riparian NCA. These acquisitions support the President's No Net Loss of Wetlands initiative and the BLM's Riparian/Wetlands Initiative for the 1990's.

1993 Land Acquisition Program

Project Area: 15. Carrizo Plains Natural Area, CA

Location: San Luis Obispo County, CA: Congressional District, CA-20

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	4,000	387	\$1,547	41,244	38	\$1,567

Improvements: Unimproved lands

Description: This natural area contains habitat for 9 animal and 5 plant species that are endangered, threatened or candidate species. A 30 mile segment of the San Andreas fault scarp is located within the project area. Because of its proximity to Los Angeles, the area receives heavy recreation use.

Need: Acquisition of this property would significantly contribute to recovery and eventual possible de-listing of several of the endangered species in the area.

Project Area: 16. Morongo Canyons ACEC, CA

Location: Riverside and San Bernardino Counties, CA: Congressional Districts, CA-35 & 37

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	1,000	500	\$500	7,083	439	\$3,109

Improvements: Unimproved

Description: This rugged canyon area contains one of the ten largest cottonwood/willow riparian habitats in the California desert. Surface waters link the Mojave and Sonoran deserts to the coastal habitats above. It is home to 235 species of birds and a resident bighorn sheep herd.

Need: This is a very popular recreation area surrounded on three sides by expanding communities. Acquisition would enhance and protect these valuable resources.

1993 Land Acquisition Program

Project Area: 17. Desert Tortoise Habitat, CA

Location: San Bernardino County, CA: Congressional District, CA-35

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	2,650	266	\$700	797,440	30	\$24,500

Improvements: Unimproved

Description: The desert tortoise was Federally-listed as a threatened species in 1989. A California BLM statewide strategy plan recommended acquiring high density key habitat areas to promote species recovery.

Need: The acquisition of 2,650 acres of prime desert tortoise habitat will help reduce threats to the species from residential development, unrestricted off-highway vehicle use, grazing, and alternative energy development.

Project Area: 18. King Range NCA, CA

Location: Humboldt County, CA: Congressional District, CA-01

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	200	2,500	\$500	2,825	817	\$2,308

Improvements: Limited occupancy development

Description: This NCA is the only roadless/primitive area on the West Coast. There is a tremendous recreation demand from Bay Area residents which is growing each year. The NCA is home to northern spotted owls, bald eagles and Menzie's wallflower, all threatened or endangered species.

Need: This funding will allow continuation of the acquisition program in the King Range NCA to protect valuable recreational and scenic resources. Acquisition of 17 high priority tracts will enhance the BLM's capability to manage the NCA as prescribed in the King Range Management Plan. Acquiring an additional 32 properties is needed for protection and/or development of the fisheries, wildlife and recreation potential. The remaining 22 tracts are located along the perimeter of the NCA and are valuable for access to interior areas.

1993 Land Acquisition Program

Project Area: 19. Lower Salmon River Corridor, ID

Location: Idaho, Lewis and Nez Perce Counties, ID: Congressional District, ID-01

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	705	2,199	\$1,550	2,520	2,361	\$5,950

Improvements: Limited occupancy

Description: The Lower Salmon River has been proposed as a scenic river component of the Wild & Scenic River System. The project area possesses spectacular recreation and scenic values, along with wildlife habitat and cultural resources. The Salmon River is the longest free-flowing river in the United States and attracts thousands of recreationists annually.

Need: Use of the Lower Salmon River as a major water-based recreation area is significantly increasing. Acquiring these tracts of land will ensure continued public access and protect the area from incompatible development.

Project Area: 20. Arizona Wilderness, AZ

Location: Maricopa, Mohave, LaPaz, Yuma, Yavapai, Graham, Greenlee and Cochise Counties, AZ: Congressional District, AZ-05

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	250	6,320	\$1,580	4,500	733	\$2,700

Improvements: Undeveloped

Description: The Arizona Desert Wilderness Act of November 28, 1990, designated 38 new wilderness areas in Arizona and expanded an existing area, Aravaipa Canyon. This project involves the acquisition of inholdings in several of the recently designated areas. The identified tracts contain a wide variety of vegetative, cultural, and wildlife species including several species on the endangered list.

Need: This funding will allow the BLM to continue its efforts to acquire high priority inholdings to protect important wilderness resources and consolidate ownership within the wilderness boundaries to assure that wilderness qualities are maintained.

1993 Land Acquisition Program

Project Area: 21. Fishtrap Lake (Miller Ranch), WA

Location: Spokane and Lincoln Counties, WA: Congressional District, WA-05

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	8,000	294	\$2,350	0	0	\$0

Improvements: Undeveloped

Description: This property possesses a unique mix of wetlands and upland resources, including two lakes (Fishtrap and Hog Lakes) that provide year-round recreation. Species of concern that frequent the lands are the Aleutian Canada goose, long-billed curlew and the snowy plover. Other resident species include the bald eagle, various raptors, mule deer, elk, sharptail grouse, potholes vole, and the pygmy rabbit.

Need: Because of the landowner's current situation, this property is on the market for sale. It is likely that given the active climate of the Spokane area's current real estate market, these smaller parcels would be highly salable. Acquisition of the Fishtrap parcels for public ownership would help preserve the area's valuable natural resources forever and would be the corner stone of other land exchange projects in the area. The Washington Department of Wildlife and Ducks Unlimited support the acquisition and have expressed a willingness to assist in managing the project area if BLM can acquire the property.

Project Area: 22. Blackfoot River Corridor, MT

Location: Powell County, MT: Congressional District, MT-01

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	4,979	365	\$1,818	0	0	\$0

Improvements: Undeveloped

Description: This project involves 3 separate properties, all primarily valuable for wetlands and associated values including waterfowl habitat, upland game habitat, deer, moose and elk habitat, fish spawning and recreation.

Need: This area is regionally significant for waterfowl habitat and recreation associated with the waterfowl populations. Major wetland protection and improvement projects ongoing in the project area by BLM and other agencies would be enhanced by the acquisition of these properties.

1993 Land Acquisition Program

Project Area: 23. West Eugene Wetlands, OR

Location: Lane County, OR: Congressional District, OR-04

Cost Detail:

	<u>FY 1993</u>			<u>Future</u>		
	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>	<u>Acres</u>	<u>\$/Acre</u>	<u>Total Amount (000)</u>
Land	325	3,077	\$1,000	2,525	2,772	\$7,000

Improvements: Ranch developments

Description: This wetlands project is a result of a comprehensive planning effort involving the City of Eugene, Lane County, Bureau of Land Management, Environmental Protection Agency, Army Corps of Engineers, Fish and Wildlife Service, The Nature Conservancy, and others. The project lands involve a system of wetlands that are linked by main waterways. The lands contain remnants of Willamette Valley native prairie and wetlands of varying quality, much of which are in need of restoration and reestablishment.

Need: The West Eugene Wetlands system would be the largest of its kind in the United States and would provide a demonstration model for other urban wetland areas. The lands to be acquired would expand upon two existing BLM wetland tracts, one of which is an established ACEC. The balance of the system lands would be designated as an ACEC upon completion of BLM land use planning for the area. Acquisition would provide multiple benefits to the community and region through the preservation of existing wetlands and endangered plant communities; protection of natural diversity; improved habitats for important wildlife, fish and plant species; improved urban flood protection; and significant opportunities for education and research. The project also supports the President's No Net Loss of Wetlands initiative and the BLM's Riparian/Wetlands Initiative for the 1990's. Failure to acquire the lands would result in continued loss of high quality wetlands and represent a lost opportunity to successfully restore an integrated wetland system.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Land Acquisition

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						

11. Personnel compensation:						
11.1 Permanent positions.....		1300		1480		180
11.3 Positions other than permanent....		68		68		0
11.5 Other personnel compensation.....		0		9		9
	-----	-----	-----	-----	-----	-----
Total personnel compensation	40	1368	40	1557	0	189
 Other Objects						

12.1 Personnel benefits.....		250		255		5
21.1 Travel and transportation of persons.....		0		57		57
22.0 Transportation of things.....		0		36		36
23.2 Rental payments to others.....		0		5		5
23.3 Communications, utilities, and miscellaneous charges.....		0		10		10
24.0 Printing and reproduction.....		0		15		15
25.0 Other services.....		0		475		475
26.0 Supplies and materials.....		0		40		40
31.0 Equipment.....		0		50		50
32.0 Lands and structures.....		0		39590		39590
	-----	-----		-----		-----
Total Requirements.....		1618		42090		40472

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	15,072	25,498	42,090
Outlays.....	11,013	12,882	24,338
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	15,072	25,498	42,090
Outlays.....	11,013	12,882	24,338
	=====	=====	=====

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-5033-0-2-302			
Program by activities:			
Direct program:			
00.01 Operating expenses.....	2,172	2,500	2,500
01.01 Capital investment.....	9,524	22,503	31,003
10.00 Total obligations.....	11,696	25,003	33,503
Financing:			
17.00 Recovery of prior year obligations.....	(5)	---	---
21.40 Unobligated balance available, start of year.....	(8,936)	(12,317)	(12,812)
24.40 Unobligated balance available, end of year.....	12,317	12,812	21,399
39.00 Budget authority.....	15,072	25,498	42,090
Budget authority:			
40.20 Appropriation (special fund)....	15,567	25,322	42,090
40.76 Reduction pursuant to P.L. 102-154.....	---	(319)	---
41.00 Transferred to other accounts....	(495)	---	---
42.00 Transferred from other accounts..	---	495	---
43.00 Appropriation (total)....	15,072	25,498	42,090
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	11,696	25,003	33,503
72.40 Obligated balance, start of year..	1,337	2,015	14,136
74.40 Obligated balance, end of year...	(2,015)	(14,136)	(23,301)
78.00 Adjustments in unexpired accounts	(5)	---	---
90.00 Outlays.....	11,013	12,882	24,338



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5033-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	1,394	1,426	1,480
11.3 Other than full-time permanent....	64	66	68
11.5 Other personnel compensation.....	9	8	9
11.9 Total personnel compensation.....	1,467	1,500	1,557
12.1 Civilian personnel benefits.....	248	247	255
21.0 Travel and transportation of persons.....	52	55	57
22.0 Transportation of things.....	29	35	36
23.2 Rental payments to others.....	1	5	5
23.3 Communications, utilities, and miscellaneous charges.....	2	10	10
24.0 Printing and reproduction.....	11	15	15
25.0 Other services.....	312	543	475
26.0 Supplies and materials.....	1	40	40
31.0 Equipment.....	49	50	50
32.0 Land and structures.....	9,524	22,503	31,003
99.9 Total obligations.....	11,696	25,003	33,503

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5033-0-2-302			
Total compensable workyears:			
Full-time equivalent employment.....	38	40	40

100 - 1001 10 - 101-28, 40, 41, 42



Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled Public Domain lands managed for forest production under the principle of sustained yield and multiple-use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The acreage in the several land classifications receiving funding from this appropriation are as follows:

<u>Land Status</u>	<u>Acres</u>
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	<u>239,500</u>
Total, BLM western Oregon lands	2,386,500
Lands	

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service and included in the Forest Service budget request.

The goals of the BLM management program are to provide a permanent supply of timber, protect watersheds and wildlife habitat, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

The following major activities are financed by this appropriation:

Western Oregon Resources Management:

Provides for the offering of an annual allowable sale quantity (ASQ) of timber that is consistent with current planning and in compliance with applicable laws, and the reforestation and forest development practices necessary to support that average annual level of harvest. The ASQ for the decade of the 1980's was calculated to be 1.176 billion board feet; however, reductions in the amount of timber being offered for sale and harvested occurred due to the listing of the northern spotted owl as a threatened species. In addition, other resource management programs on the 2.4 million acres of land in western Oregon, including range management; soil, water and air management; wildlife habitat and fisheries management; and recreation and cultural resources management are carried out. The wildlife habitat and fisheries management, the recreation management and cultural resources management programs are included as part of the President's *America the Beautiful* initiative. Resource management planning, which incorporates land use planning for all of the above programs is also included in this activity.

Western Oregon Information and Resource Data Systems:

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. A significant portion of the funding requested will be used to maintain the data used in the development of the resource management plans for the 1990's.

Western Oregon Facilities Maintenance:

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon.

Western Oregon Construction and Acquisition

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; transportation planning, and survey and design of access and other resource management roads; several construction projects on BLM lands in western Oregon; and rock aggregate used in the construction of access roads.

Background of the O&C Appropriation

Title II of the Oregon and California Grant Lands Act of 1937, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);
2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and
3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Department of the Interior for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the U.S. Treasury had been repaid in full for money advanced to make the payments in lieu of taxes prior to 1937. According to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States Government for the development and management of the O&C lands.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress to BLM for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made the "O&C" appropriation a direct, definite appropriation to BLM. This was done to eliminate the uncertainty in financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber harvests. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service also receives a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation of funds from BLM. The 1993 Budget request continues these concepts for the O&C Grant Lands appropriation.

In 1990, Congress provided for a return of 50 percent of the "excess receipts" (O&C and CBWR) over the amount that had been estimated in the 1990 President's Budget, to the BLMs "O&C Grant Lands" account. This additional funding capability was specifically identified to be used "for reforestation and forest development and timber management." The purpose of this additional funding capability was to enable the BLM to meet increased program demands for

reforestation and intensive management practices, primarily due to the accelerated harvesting which occurred in the mid-1980's. All excess receipts funds were fully obligated by the end of 1991.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Lands, the Coos Bay Wagon Road (CBWR) Lands, and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties. Funding from the O&C Grant Lands appropriation is used for the management of all three of these land classes in western Oregon.

Actual receipts for 1990 and the estimates for 1991, 1992 and 1993 are as follows:

RECEIPT COLLECTIONS

(dollars in thousands)

Source	1990 Actual	1991 Actual	1992 Estimate	1993 Estimate
O&C 1/	\$206,457	\$139,547	\$185,318	\$190,650
CBWR	8,801	4,087	4,204	4,437
P.D.	<u>9,402</u>	<u>20,540</u>	<u>12,740</u>	<u>12,987</u>
Total	\$234,413	\$167,965	\$202,262	\$208,074

The following is an estimated distribution of the above receipts:

RECEIPT DISTRIBUTION

(dollars in thousands)

	1990	1991	1992	1993
State/Counties	\$110,205	\$100,490	\$ 96,322	\$99,172
Treasury	107,309	48,073	96,258	99,032
Reclamation Fund	<u>7,146</u>	<u>15,610</u>	<u>9,682</u>	<u>9,870</u>
Total	\$224,660	\$164,173	\$202,262	\$208,074

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Receipts from CBWR lands are used to pay an amount in lieu of taxes on these lands to Coos and Douglas counties, and the remainder is returned to the U.S. Treasury. Receipts from P.D. lands are divided among the State, the General Fund of the Treasury, and the Reclamation Fund.

Payments to counties are planned to occur so that most of the payments will be made late in the fiscal year in which they were collected, with the balance being paid early in the following fiscal year.

The 1991 and 1992 Appropriations Acts for the Department of Interior and Related Agencies established a minimum (floor) payment for the O&C counties from O&C receipts in 1991 and 1992 based on the average annual payment of a base period, rather than at 50 percent of actual receipts collected.

1/ Includes receipts from O&C lands administered by the Forest Service.

Appropriation Language Sheet
OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$90,274,000] *\$83,622,000*, to remain available until expended: *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$90,274,000] \$83,622,000 to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 *et seq.*
53 Stat. 753
103 Stat. 701 (P.L. 101-121)

16 U.S.C. 594, the *Timber Protection Act of 1922*, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act*, provides for managing the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; entering cooperative agreements with other agencies or private owners for coordinated administration; leasing lands for grazing; performing any and all acts and making such rules and regulations as may be necessary and proper for administering such lands; and distributing receipts.

43 U.S.C. 1701 *et seq.*, the *Federal Land Policy and Management Act of 1976*, provides for the Public Land to be retained in Federal ownership; for periodic and systematic inventory of the Public Land and resources; review of existing withdrawals and classifications; establishing comprehensive rules and regulations for administering Public Land statutes; multiple-use management on a sustained yield basis; protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; receiving fair market value for the use of the Public Lands and their resources; establishing uniform procedures for any disposal, acquisition, or exchange; protection of areas of critical environmental concern; and recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) of FLEMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLEMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, *The Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 102-154, *The Department of the Interior and Related Agencies Appropriation Act, 1992*, provides funding for BLM programs.

2. *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....			1398	89137
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS.....		130		
ADJUSTMENT FOR FY 1992 AND FY 1993 PAY INCREASE.....		825		
ADJUSTMENT FOR HEALTH INSURANCE BENEFITS.....		200		
ADJUSTMENT FOR ONE LESS PAID DAY IN FY 1993.....		-210		
TOTAL ADJUSTMENTS TO BASE.....		0	945	
1993 BASE BUDGET.....			1398	90082
Program Changes (Changes to base budget, detailed below).....			7	-6460
TOTAL REQUIREMENTS (1993 ESTIMATE).....			1405	83622

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
OREGON AND CALIFORNIA GRANT LANDS												
Western Oregon Resources Management												
Forest Management.....	684	27402	700	31940	700	32420	690	29960	-10	-1980	-10	-2460
Reforestation and Forest												
Development.....	413	39170	420	35349	420	35692	420	29367	0	-5982	0	-6325
Other Forest Resources Management.....	81	5305	105	8837	105	8912	125	10852	20	2015	20	1940
Resource Management Planning.....	52	2514	65	3323	65	3345	62	2535	-3	-788	-3	-810
Subtotal	1230	74391	1290	79449	1290	80369	1297	72714	7	-6735	7	-7655
Western Oregon Info. and Data Systems												
Data Systems Oper. & Mgmt. Systems....	9	2253	18	2246	18	2246	18	2261	0	15	0	15
Resources Data Acquis. & Management...	2	217	1	220	1	220	1	220	0	0	0	0
Subtotal	11	2470	19	2466	19	2466	19	2481	0	15	0	15
Western Oregon Facilities Maintenance												
Facilities Maintenance.....	38	3038	38	3067	38	3067	38	3132	0	65	0	65
Transportation Systems Maint.....	42	3227	42	3253	42	3278	42	4388	0	1135	0	1110
Subtotal	80	6265	80	6320	80	6345	80	7520	0	1200	0	1175
Western Oregon Const. and Acquis.												
Construction.....	4	596	3	589	3	589	3	589	0	0	0	0
Acquisition.....	5	310	6	313	6	313	6	318	0	5	0	5
Subtotal	9	906	9	902	9	902	9	907	0	5	0	5
TOTAL REQUIREMENTS	1330	84032	1398	89137	1398	90082	1405	83622	7	-5515	7	-6460

Justification of Base Adjustments

Oregon and California Grant Lands

(\$000)

1992 Est/1993 Change
1992 FTE/1993 Change

CSRS/FERS Retirement Costs \$3,415/+\$130

The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.

Additional Costs in FY 1993 of the January 1992 and January 1993 Pay Raises \$48,047/+\$825

The adjustment is for an additional amount of \$253,000 needed in 1993 to fund 50 percent of the one additional quarter of costs associated with the 4.2 percent pay raise effective in January 1992, and for an additional amount of \$572,000 needed in 1993 to cover 44 percent of the estimated costs associated with the 3.7 percent pay raise that will be effective in January 1993.

One Less Paid Day in FY 1993 NA/- \$210

The decrease in personnel compensation results from there being one less paid day in 1993 than in 1992.

Health Insurance Benefits \$1,920/+\$200

The adjustment is for extraordinary increases in the cost of funding the Bureau's share of Federal health benefit plans.

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

(dollars in thousands)

Activity		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
West. Oregon Resources Mgt.	\$ (FTE)	79,449 (1,290)	80,369 (1,290)	72,714 (1,297)	-6,735 (+7)	-7,655 (+7)
West. Oregon Info. & Res. Data Acquis.	\$ (FTE)	2,466 (19)	2,466 (19)	2,481 (19)	+15 (---)	+15 (---)
W.O. Facil. Mtnc.						
(a) BLM	\$ (FTE)	6,320 (80)	6,345 (80)	7,520 (80)	+1,200 (---)	+1,175 (---)
(b) Fed. Hwy. Admin.	\$ (FTE)	50 (---)	50 (---)	50 (---)	--- (---)	--- (---)
Subtotal	\$ (FTE)	6,370 (80)	6,395 (80)	7,570 (80)	+1,200 (---)	+1,175 (---)
W.O. Construction & Acquisition	\$ (FTE)	902 (9)	902 (9)	907 (9)	+5 (---)	+5 (---)
Total Requirements	\$ (FTE)	89,137 (1,398)	90,082 (1,398)	83,622 (1,405)	-5,515 (+7)	-6,460 (+7)

OREGON & CALIFORNIA GRANT LANDS

Dollars in Millions

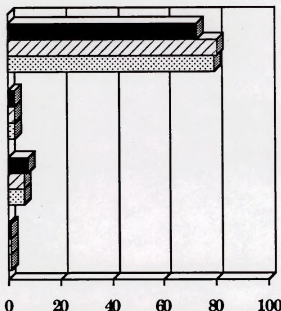
Western Oregon

Resources Mgmt

Info Res Data

Facilities Mtnc

Const. & Acquis



1992 Enacted
 1993 Base
 1993 Est.

Authorization

- 43 U.S.C. 1181 The *Oregon and California Grant Lands Act of 1937* provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.
- 53 Stat. 753 The *Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.
- 16 U.S.C. 594 The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.
- 43 U.S.C. 1702,
1701 note The *Federal Land Policy and Management Act of 1976 (FLPMA)* applies to all "Public Lands" which include the O&C Grant Lands by definition (section 103(e)). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection programs apply to the management of the O&C and Coos Bay Wagon Road (CBWR) Lands. These are discussed as necessary under each O&C program justification.

Activity Summary

Activity: Western Oregon Resources Management

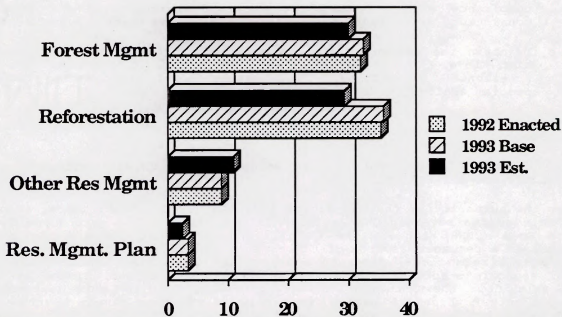
(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Forest Management	27,402	31,940	32,420	29,960	-1,980	-2,460
Reforestation and Forest Development	39,170	35,349	35,692	29,367	-5,982	-6,325
Other Forest Resources Management	5,305	8,837	8,912	10,852	+2,015	+1,940
Resource Management Planning	<u>2,514</u>	<u>3,323</u>	<u>3,345</u>	<u>2,535</u>	<u>-788</u>	<u>-810</u>
Total	74,391	79,449	80,369	72,714	-6,735	-7,655

OREGON & CALIFORNIA GRANT LANDS

Western Oregon Resources Management

Dollars in Millions



Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Forest Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	31,940 (700)	32,420 (700)	29,960 (690)	-1,980 (-10)	-2,460 (-10)

Objectives

The major objectives of the forest management program in western Oregon are to:

- o Support the economic stability of the region and help meet the national demand for forest products through offering the maximum volume of timber sale volume possible consistent with existing plans and in compliance with the Endangered Species Act and other applicable laws,
- o Support the protection and management of habitat for the northern spotted owl and other threatened or endangered species, conduct and support research and studies to provide species protection while sustaining a reasonable offering of timber,
- o Provide for the continued health, productivity and integrity of natural systems through implementation of biodiversity/"new forestry" concepts in the timber sale program,
- o Ensure that timber harvest is conducted in a manner that is both fiscally and environmentally responsible, by preparing timber sale plans that are consistent with decadal timber and land use plans, and by carefully monitoring timber sale contract operations to ensure compliance with stipulations governing environmental protection and consistency with plans, safety regulations, and payment schedules; and,
- o Maintain the necessary complement of workforce diversity to sustain a high level of technical and professional competence (procedural excellence) to provide a technically sound and legally defensible program actions.

Base Program

The 1993 Base funding level for the western Oregon forest management program is \$32,420,000 and 700 FTE.

Under the authority of the O&C Act of 1937 (43 U.S.C. 1181), timber is offered for sale on the revested O&C Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Lands. The O&C Act provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides recreational facilities, and contributes to local economic stability. Additionally under this program, timber is offered for sale from the intermingled Public Domain (P.D.) Lands (approximately 240,000 acres) which are managed generally in the same manner as the O&C and CBWR lands, but under the provisions of FLPMA.

The major work components of the forest management program are as follows:

Inventory and Forest Management Planning

This component includes forest resource inventory and silvicultural data collection for the preparation and maintenance of resource management plans and the computation of allowable harvest levels, and data to support timber sale planning and sale preparation work.

The O&C Act directs the Secretary to announce an Allowable Sale Quantity (ASQ) of timber to be offered annually, given reasonable prices in a normal market. This ASQ is normally calculated for a 10-year period, and then divided into 10 equal, annual timber offering level amounts. In 1983, the BLM completed the preparation of timber management plans which cover the approximately 2.1 million acres of commercial forest lands in western Oregon, 87 percent of the land administered by the BLM in western Oregon. These plans will be replaced by the resource management plans (RMP) for the 1990's upon their completion.

The BLM is currently developing new RMPs for the six western Oregon districts. These plans will consider the protection of older forest ecosystems, biological diversity and other resource management issues, and will incorporate the recommendations of the Spotted Owl Recovery Plan, to determine a new ASQ. These plans are scheduled to be completed in early 1993 with implementation in the summer of 1993.

In 1991, the BLM also initiated the old-growth forest attributes inventory. The BLM will complete the old growth inventory on an estimated 600,000 acres of 140+ year old forest in 1992.

Annual Timber Offering Levels and Timber Sale Plans

Operating under the timber management plans completed in the early 1980's, the current ASQ would amount to 1,176 million board feet (MMBF), which was the potentially available volume calculated on a sustained yield basis. During 1988, the Ninth Circuit Court of Appeals issued an injunction in connection with preserving habitat of northern spotted owls which affected the ability of the BLM to offer the full planned ASQ. Subsequently, the volumes offered could not meet this ASQ level. For example, in 1988 the volume of timber offered for sale was 1,014 MMBF, the volume offered in 1989 was 745 MMBF, and the volume offered in 1990 was 1,169 MMBF. The volume offered chargeable to 1991 was 485 MMBF.

During 1992 and until the RMPs are operational in 1993, the BLM plans to offer the highest level of volume possible consistent with the consultations and the proposed recovery plan for the northern spotted owl. This proposal is designed to minimize economic impacts on local communities and protect northern spotted owl populations, while still providing for a maximum number of management options for consideration in the development of the new RMPs scheduled for completion in early 1993. The BLM western Oregon districts have been issued guidelines on how to formulate their 1992 Timber Sale Plans in order to offer the highest sale volume possible and also provide protection to the spotted owl. The guidelines emphasize that the highest priority is to not violate the constraints of our present management plans that protect all of the resources under BLM management responsibility.

Since late June, 1991, the BLM Oregon State Office has submitted 42 of the planned 1992 timber sales (163 MMBF) to the Fish and Wildlife Service (FWS) for consultation under the ESA. Additional 1992 timber sales will be submitted to the FWS as biological assessments are completed. Informal conferencing requests for the 1992 timber sales which are also located in proposed critical habitat units for the northern spotted owl will be submitted to the FWS at a later date.

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns, the steep ground which characterizes western Oregon commercial timber lands, as well as the high level of public interest in the O&C timber program, all contribute to the complexity of the planning process which begins with identification of potential sale areas 5 years in advance of sale.

The 5-year plan includes sale area reconnaissance, proposed road locations, defining easement and cadastral needs, mapping, analyzing harvest systems and pre-cruising to estimate potential sale volumes. These 5-year plans are normally updated annually. The process culminates in the development of annual timber sale plans on which the forest industry bases its own plans for purchasing BLM timber.

Implementation of biodiversity/"new forestry" concepts requires changes to the traditional forest management program. New practices for timber sale planning, layout and harvest will be more expensive. An extensive effort is necessary in the sale planning process to determine the variety, distribution and relative abundance of various plants and animal communities in the ecosystem. Site specific surveys/inventories need to be performed to identify ecosystems present in the proposed sale area. Management and harvest prescriptions also need to be formulated and analyzed for these ecosystems. The increased cost of these practices would result in a reduced timber volume being offered under the Base program.

The following table provides the ongoing status of the FY 1991 timber sale program.

Status of 1991 Timber Sale Offerings

	Volume (MMBF)
1991 timber sales volume offered (through end of fourth quarter)	433
1991 timber sale volume to be offered in 1992	<u>52</u>
Total Timber Sales Offered	485

On-the-Shelf Volume - Under normal circumstances, it takes from 1-1/2 to 3 years to prepare a timber sale for offering. At the start of a fiscal year, the majority of the planning work on the following year's sale plan should be essentially completed and the current year's volume should be "on the shelf" and ready for sale. This normal lead time no longer exists mostly due to the large number of timber sale protests and appeals, and the consultations with the FWS on the northern spotted owl, critical habitat units and the proposal to list the marbled murrelet as a threatened species.

In addition, required spotted owl survey protocol requires annual monitoring for spotted owl locations. The determination of new owl locations often results in re-consultation or dropping of a proposed timber sale. As a result, on-the-shelf volumes that could be relied upon in the past no longer exist to cover gaps and short-falls in the planned BLM timber sale offerings.

Timber Sale Preparation

The timber sale preparation process starts with interdisciplinary resource teams refining proposed sale boundary locations and determining the specific effects of harvest on any of the site's resource values such as wildlife, fisheries, archaeology, soils, water and air. All of these data are used in preparing the environmental analysis.

Costs of preparing timber sales have risen due to loss of sale planning lead time, efforts to protect Habitat Conservation Areas (HCAs), changing and deleting timber sales in response to spotted owl monitoring and consultation, increased numbers of protests and appeals, and the effects of identifying more sales in the substantially reduced land base from which the planned "available" timber must come. As previously indicated, the actual level of offering is subject to FWS consultation.

Workload related to the northern spotted owl, marbled murrelet, endangered fish runs, and protests and appeals has increased dramatically in recent years. Approximately 2,200 - 3,000 spotted owl survey visits per year for timber sale preparation are now required under the spotted owl survey protocol. This increased intensity of monitoring is extremely time consuming and has extended the timber sale preparation time.

The environmental analysis process of timber sale preparation identifies site-specific impacts associated with the proposed harvest operations and prescribes mitigating measures. Sale boundaries, road locations, harvest system, and log decking (landing) locations may be adjusted to attain the prescribed mitigation.

The process continues with sale layout by field crews physically posting and marking sale boundaries, wildlife and other "leave" trees, road locations, log skid trails, and other work areas needed for the harvest operation. Field crews then determine the sale volume and prepare a sale appraisal which determines the minimum bid for auction.

Timber sale layout is also expected to change significantly with the implementation of a biodiversity-based management system. Size of harvest units could vary greatly and may contain a mosaic of islands reserving vegetation types or other ecosystem features. The harvest system could range from clearcut, shelterwood, single tree selection and group selection to a mixed variety of these combined systems. Individual tree marking and cruising would be labor intensive and thus more costly.

Timber Sale Contract Administration

This work involves on-the-ground contract enforcement during the term of the timber sale contract. A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, BLM western Oregon timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions and the requirement to encourage responsible bidding as required by the Federal Timber Contract Modification Act of 1984 (P.L. 98-478).

Inspection of the contract area is done to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested. Aggressive contract administration minimizes the opportunity for timber trespass and unnecessary environmental degradation through contract violation.

Complex silvicultural systems require more effort for slash management during yarding operations. Burning prescriptions would have to consider not only fuel reduction, but retention of residual trees, down woody debris, plant groupings and visual qualities.

Implementation of the new forest management practices would require increased contract administration costs to assure compliance with complex stipulations. Additional monitoring and follow up efforts would also be needed to determine the success/effectiveness of biodiversity enhancement efforts.

Timber Management Plan Monitoring

Overall impacts of the sale program are monitored to determine compliance with the environmental impact statements, records of decision for timber management plans, and individual environmental analysis. This monitoring improves the information base for the 1990's decadal plans as well as for the development of future individual sale offerings.

Market Conditions

The BLM experienced accelerated timber harvesting in 1988 and 1989, but during 1990, the harvest rate began to slow. The reduced harvest rates during 1990 and 1991 can be attributed to "soft" market conditions at a time when remaining timber under contract was purchased at higher stumpage rates. The 433 MMBF of volume sold during 1991 was purchased at an average stumpage rate of \$310/MMBF, a record high for recent years.

The level of timber sold and available for harvest has been reduced over the past years. The harvest volume of 544 MMBF for 1991 was far below the average harvest volume of 1,143 MMBF for the previous 5 years. Through the end of the year, harvest volume was at an all time low rate of 544 MMBF. The average sale value harvested was \$252 per MBF. Revenues were less than those for 1990.

Actions Directed to Northern Spotted Owl Protection

On June 22, 1990, the Fish and Wildlife Service (FWS), under the authority of the Endangered Species Act (ESA), announced its decision to list the northern spotted owl as a threatened species throughout its range in Oregon, California and Washington. This decision became effective on July 23, 1990. After that date, Federal actions (primarily timber sales) that may affect the northern spotted owl or its habitat, had to be submitted to the FWS for formal consultation.

In order to meet the requirements of the ESA regarding the listing of the northern spotted owl as a threatened species, all 1991 proposed timber sales were analyzed by the BLM in order to make a "may affect" determination. The proposed sales that were "may affect" were sent to the FWS for consultation. Proposed sales in the 1991 timber sale plan that were determined to be "no effect" did not require consultation, and were offered for sale prior to the "may affect" sales.

For 1991, BLM submitted 174 "may effect" sales (sales which BLM determines "may effect" the spotted owl) to the FWS for consultation, 52 sales were determined to be "jeopardy sales" (sales which FWS determines will jeopardize the continued existence of the species unless the action is changed or not implemented). Even though timber volumes for 1991 were reduced below 1990 levels to 750 MMBF, and the plans were adjusted to meet protection requirements for the owl, a jeopardy determination was made in biological opinions issued by the FWS on 52 sales involving 261 MMBF for 1991.

Because of the severity of the impacts on sale volume, on September 11, 1991, BLM submitted a request to the Secretary of the Interior for an exemption under the Endangered Species Act. This request included 44 of the 52 "jeopardy sales" containing a volume of 224 MMBF. The Secretary has convened the Endangered Species Committee (ESC) to review BLM's request. The committee will make its determination by March of 1992. If the ESC decision is favorable to BLM, most of these sales could be offered in 1992; however, some sale volume is likely to carry over into 1993.

Interagency Scientific Committee

On April 4, 1990, the Interagency Scientific Committee (ISC) released its report entitled "A Conservation Strategy for the Northern Spotted Owl." This report proposed a conservation strategy for the owl recommending that land managing agencies eliminate timber harvest in tracts of forest lands called Habitat Conservation Areas (HCAs).

The conservation strategy proposed 4 categories of HCAs: (1) blocks capable of supporting at least 20 pairs of owls; (2) blocks that could support 2 to 19 pairs; (3) site specific blocks (1-1/2 mile radius circles) for existing and newly discovered owl sites in the north coast area of Oregon; and (4) site-specific blocks (1/4-mile radius circles) to support individual owl activity centers known to exist between 1985 and 1989. In addition, the ISC report recommended the "50-11-40" rule which was intended to maintain forest stands that provide dispersal linkages for adult and juvenile owls between the HCAs by maintaining 50% of the forest land base outside of (HCA's) in stands of timber with an average diameter breast height (d.b.h.) of 11 inches or greater and at least 40% canopy closure.

There is a total of 2.1 million acres of commercial forest land in western Oregon, 1.6 million is classified as "available" for intensive timber management including commercial harvest activities. If the ISC report were to be fully implemented, it is estimated that an additional 611,000 acres would be removed from this "available" commercial forest base.

Guidance from Congress on the use of the ISC's work is documented in the Conference Report accompanying the 1990 Appropriations Act for the Department of the Interior and Related Agencies. This report states: "The managers further expect that the BLM will consider carefully any recommendations made by the Interagency Scientific Committee in the development of its new land and resource management plans."

The BLM Director has cited the ISC report as a benchmark for the development of a management plan, but has also emphasized the BLM's requirement under the National Environmental Policy Act (NEPA) to analyze other alternatives during the preparation of the RMPs for the BLM western Oregon districts.

BLM has analyzed the potential impacts of fully adopting the ISC report's recommendations and estimated that the annual sale of timber from the BLM western Oregon land would be reduced by approximately 54 percent from the current ASQ of 1,176 MMBF. The BLM has also estimated that 7,000 - 8,000 jobs would be lost in western Oregon. The western Oregon counties would lose approximately \$85 million from receipts annually, from BLM-administered western Oregon timber sales revenue which is shared with the counties.

During 1992 and until the RMPs are operational in 1993, the BLM plans to offer the highest level of volume possible consistent with FWS consultations and the proposed recovery plan. The BLM's strategy is to locate timber sales outside of the 4 categories of HCAs as recommended in the ISC report and the 122 Spotted Owl Management Areas (SOMA's) as agreed to with the Oregon Department of Fish and Wildlife. The "50-11-40" rule in the ISC report would not be applied by the BLM except for situations where it is selected as the preferred alternative.

Recovery Plan Preparation

A spotted owl recovery plan is being developed. The decisions resulting from that plan will guide all management actions in spotted owl habitat in the future. The final recovery plan is scheduled to be completed in June 1992. Until the recovery plan is completed the total impact of the listing of the spotted owl will be uncertain.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	32,420	29,960	-2,460
(FTE)	(700)	(690)	(-10)

The 1993 Estimate is a decrease of \$2,460,000 and 10 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The proposed reduction reflects BLM's anticipated level of timber management activity that can be accomplished in 1993 given the complexities, uncertainties and additional requirements concerning protection of the northern spotted owl. Due to the uncertainty concerning the outcome of FWS consultations and the proposed recovery plan for the northern spotted owl, no specific level of timber sale offering is assumed for 1993. The actual timber sale offering level will be that volume which can be offered in sales complying with FWS consultations and the recovery plan when it is completed. BLM will continue to prepare proposed sales to have them ready to be offered in 1993 and beyond.

To achieve the decrease BLM will:

- Reduce the number of timber sales which are prepared by 30-40 (decrease of approximately 90-100 MMBF prepared).
- Not be able to begin to rebuild sale preparation lead time for 1994 and 1995 timber sales because of uncertainties about timber base available for future years.
- Reduce the amount of ongoing forest inventory work by by 5,000 acres.

O&C Timber Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	300	300	30 1/	25	-5
Timber Mgt. Plans (#) 2/	40	40	40	40	---
Sales Prepared (#)					
- Regular program	140	200	185	145	-40
- "Excess Receipts" 3/	74	---	---	---	---
Total	214	200	185	145	-40
Timber Volume Prepared (MMBF)					
- Regular program	500	750	650	550	-100
- "Excess Receipts" 3/	250	---	---	---	---
Total	750 4/	750	650	550	-100
Volume Offered/Sold (MMBF)	433 5/	N/A 6/	N/A 6/	N/A 6/	
Volume Harvested (MMBF)	544	700	700	N/A 6/	---
Total Volume Sold but Unharvested - End of Year (MMBF) 7/	904	6/	6/	6/	
Minor Forest Products (# Permits)	9,006	10,000	10,000	10,000	---

- 1/ This decrease in inventory is a result of the completion of old growth and planning inventories for the western Oregon Resource Management Plans.
- 2/ Timber management plans are annual and 5-year timber sale plans.
- 3/ Additional program capability due to the "Excess Receipts" provision of the Department of the Interior and Related Agencies Appropriations Act, 1990 (P.L. 101-121). The workload accomplishments in 1991 represent an increase in outputs due to efforts expended in 1990 as well as carryover of funding into 1991. There is no carryover into 1992.
- 4/ This volume figure is planned and prepared to be offered. Due to the conflicts associated with the consultation process with the FWS regarding the northern spotted owl, a total of 433 MMBF was offered.
- 5/ Of the 433 MMBF offered, only 406 MMBF was sold.
- 6/ No specific level of offering is assumed in 1992 and 1993. The timber sale offering, however, will be at the highest level that is consistent with the development of the recovery plan and FWS consultations.
- 7/ The historical level of sold, but unharvested timber has been about 2,400 MMBF annually or about 2 years worth of normal sale offerings. This level has declined sharply in recent years.

Distribution of change by object class

The object class detail for the proposed decrease of \$2,460,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	-10	\$ 365,000
Personnel benefits		91,000
Travel and transportation of persons		20,000
Transportation of things		70,000
Rents, communications, and utilities		76,000
Printing and reproduction		43,000
Other services		1,600,000
Supplies and materials		115,000
Equipment		<u>80,000</u>
Total		-\$2,460,000

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Reforestation and Forest Development

(dollars in thousands)

		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Reforestation and Forest Development	\$ (FTE)	35,349 (420)	35,692 (420)	29,367 (420)	-5,982 (---)	-6,325 (---)
COPE	\$ (FTE)	1,300 (---)	1,300 (---)	1,300 (---)	--- (---)	--- (---)
Total Requirements	\$ (FTE)	36,649 (420)	36,992 (420)	30,667 (420)	-5,982 (---)	-6,325 (---)

REFORESTATION AND FOREST DEVELOPMENT

Objectives

The major objectives of the reforestation and forest development program are to:

- o Maintain up-to-date inventories of sites available for reforestation and forest development;
- o Develop site specific prescriptions utilizing forest development techniques which emphasize forest ecosystem management for long-term resource sustainability;
- o Prioritize sites for treatment based upon potential for success and return for investment;
- o Successfully reforest all harvested, burned or otherwise denuded forest land utilizing site preparation; tree planting, including genetic tree improvement; and plantation protection and maintenance; and
- o Implement intensive management practices including precommercial thinning and fertilization to a level that supports the sustained yield of timber harvest in compliance with approved plans.

Base Program

The 1993 Base funding level for the western Oregon reforestation and forest development program is \$35,692,000 and 420 FTE.

This program provides for reforestation and other forest development practices needed to utilize the full productive potential of the forest lands in western Oregon. Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved timber management

plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the Allowable Sale Quantity (ASQ). The success or failure of reforestation and intensive management practices have a direct correlation not only to the goals of good forest management and the principles of forest ecology, but also to receipt collections in the outyears because of the "investment nature" of the program.

Sustained Yield Requirements

BLM western Oregon districts are operating under an allowable cut plan and calculation that was developed in the early 1980's and is effective until implementation of the new RMPs in the summer of 1993. The ASQ of 1,176 million board feet (MMBF) prescribed in the 1980's land use plans is composed of a "base level" of 1,042 MMBF and an "intensive level" of 134 MMBF. The "base level" represents an allowable annual flow of timber volume sustainable in perpetuity provided that all areas harvested receive site preparation, are reforested, receive plantation maintenance and that genetically improved planting stock is available in the amounts needed.

However, the volume of timber sold has not reached the ASQ level for the past several years due to issues related to spotted owl protection. A new ASQ calculated in the new RMPs for the 1990's will result in revised forest development requirements. However, the basic principles and processes to be used will remain essentially as described herein.

Approved timber management plans identify the ASQ and activities essential to support it. These activities include:

- 1) Minimum acceptable forest development actions which are necessary to support the "base level" component of the sustained yield harvest level including:
 - o Site surveying to determine need for treatment and treatment effectiveness;
 - o Preparing sites for planting;
 - o Planting high quality, genetically superior seedlings;
 - o Maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat, and by releasing seedlings from competing vegetation; and
 - o Improving the genetic quality of planting stock through seed orchard establishment.
- 2) Activities which maintain or achieve optimum conditions for tree and stand growth in order to support the "intensive level" component of the sustained yield harvest level including:
 - o Precommercial thinning;
 - o Fertilization; and
 - o Stand conversion.

"Base Level" Component - Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in plantation maintenance or protection of newly planted seedlings include paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellants, and the removal of vegetation competing with tree seedlings either through the use of manual or mechanical means or herbicides.

Tree planting alone will not achieve the desired resource management results. Plantation maintenance is essential to the survival of seedlings. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss of previous investment in funds and efforts, as well as additional expenditures because site preparation and reforestation efforts may have to be repeated. Growth losses will also occur, resulting in reduced volume availability in future decadal ASQ calculations.

Land treatments, such as vegetation control of competing species, are sometimes necessary for planted seedlings to achieve optimum growth. These treatments result in a greater quantity and quality of merchantable timber. In addition, the BLM, through its tree improvement program, seeks to improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

Since 1984, the application of herbicides has been prohibited due to court injunction and has resulted in an overall higher cost per acre for treatment. These more costly alternatives to herbicides such as manual or mechanical means have resulted in less than effective results, as well as in considerably fewer acres being treated.

"Intensive Level" Component - Based upon the existing plans, the "intensive level" of the sustainable ASQ harvest level is that portion attributable to growth enhancement. It is dependent upon the annual completion of an average of 820 acres of stand conversion, 12,240 acres of precommercial thinning and 22,190 acres of fertilization.

Completion of the planned intensive management practices is not only required in order to meet the requirements of sustained yield, but it is also a good investment. The annual mix of intensive management practices will vary due to the necessity to capitalize on "biological windows" (i.e., opportune times to thin or fertilize). This allows completion of treatments on schedule and maximizes growth. Significant growth loss could occur if the treatments are delayed an inordinate amount of time. Delay beyond the optimum "biological window" would decrease the level of response.

Reforestation and Forest Development Program Components

The reforestation and forest development workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, and thinning) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental assessment, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- o **Inventory, Project Planning, Layout and Contract Preparation** - Includes all work involved in conducting pre- and post-treatment surveys to identify needs and evaluate treatments, and the preparation of land treatment contracts for advertisement and award.

- o **Environmental Assessment** - Includes all work involved in preparing and reviewing environmental assessments relating to intensive forest management practices.
- o **Contract Administration** - Includes all work associated with the administration and monitoring of land treatment, research and other support contracts such as genetic improvement.
- o **Seed Orchard Operation** - Includes all work associated with the development, maintenance and operation of the Walter Horning, Charles Sprague, Provolt, and Tyrrell seed orchards, greenhouses and the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.
- o **Monitoring and Research Facilitation** - Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.

Relationship of Timber Harvest Level to Reforestation Needs

The lag between timber harvesting and reforestation exists because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings.

The following table illustrates the variable relationship of timber harvest levels to reforestation:

TIMBER HARVESTING AND REFORESTATION
(1977-1993)

<u>Year</u>	<u>Harvest (Million Board Feet)</u>	<u>Final Harvest Acres</u>	<u>Reforestation (Acres)</u>
1977	1,032	1/	26,333
1978	1,061	1/	32,890
1979	1,040	1/	31,016
1980	929	1/	26,917
1981	857	1/	28,198
1982	320	1/	20,192
1983	812	1/	17,149
1984	1,039	21,075	17,463
1985	1,008	24,333	17,642
1986	1,204	27,630	23,587
1987	1,300	30,704	27,901
1988	1,642	38,284	24,584
1989	1,348	30,118	34,749
1990	944	20,429	38,905
1991	544	11,900	37,700
1992 (est.)	700	13,000	38,000
1993 (est.)	700	13,800	22,000

1/ Data unavailable

As a result of increased harvest rates from 1984 through 1989, forest development program needs in terms of site preparation, tree planting, plantation maintenance, and tree improvement increased significantly resulting in the current number of acres needing treatment. Since 1990, harvest levels decreased dramatically; however, reforestation accomplishments have remained high. This has allowed BLM to catch up on meeting many of these needs, as described in detail below.

In 1984, BLM was enjoined by court order from using herbicides in Oregon until an environmental impact statement (EIS) was completed, including a "worst case analysis." This EIS, which was completed in 1989, was based upon data collected in 1987. The draft Record of Decision (ROD) was issued in December, 1989. Public response to the draft ROD showed that a need existed to consolidate and update the pesticide data base. The pesticide data base has been updated and the final ROD is being developed.

If herbicide use were to become available in 1993, the capability of the BLM to accomplish any significant amount of additional acreage will be very limited. The logistical aspects of the program, such as acquiring updated pesticide application certifications for BLM project inspectors would have to be rebuilt. Complying with any additional constraints that may be added in the final ROD would also affect capability.

Reassessment of Reforestation and Forest Development Needs

A new analysis which reassessed and updated treatment needs for western Oregon was completed in late 1989. The purpose for conducting this analysis was the apparent variability that existed in previous estimates. It was determined that there are factors, both controllable and uncontrollable, which contribute to the variability. The uncontrollable factors include the uncertainty in projecting future treatment needs, the level of program capability, and variations in market conditions which have resulted in variations of harvest activities. The reassessment improved the definition of terms and the information collecting and verification process, which were identified as controllable factors. The analysis identified a new total treatment need estimate.

The identified additional needs are important because timely treatment provides for optimum growth and survival. The total need also represents a static portrayal of a dynamic program. There is an inherent variability in projecting future needs, and for this reason, the data were collected as both firm and projected needs. Firm needs are supported by site specific in-place treatment recommendations. Projected needs are those based on anticipated harvests or plantation mortality. As time passes, projected needs become firm or drop out and new projections are made.

Reassessments are made annually due to the uncontrolled factors and the data collection process which verifies projected needs and makes new projections. The reassessment completed during 1991 updated the treatment needs for 1992 and 1993, which are presented in the following table:

ANALYSIS OF TREATMENT NEEDS

	Site Prep. (acres)	Reforest. (acres)	Plant. Maint. (acres)	Pre-Com. Thinning (acres)	Fertil. (acres)
Total 1992 Need 1/	16,300	38,000	64,200	58,400	149,600
Proposed 1992 Treatments	<u>-16,300</u>	<u>-38,000</u>	<u>-50,000</u>	<u>---</u>	<u>---</u>
Expected Carryover into 1993	---	---	14,200	58,400	149,600
Anticipated "new" 1993 needs	<u>14,000</u>	<u>22,000</u>	<u>22,000</u>	<u>8,000</u>	<u>14,000</u>
Total 1993 Need	14,000	22,000	36,200	66,400	163,600
Proposed 1993 Base Treatments	<u>-14,000</u>	<u>-22,000</u>	<u>-36,000</u>	<u>-30,000</u>	<u>-30,000</u>
Expected Treatment Needs at 1993 EOY at base program level 2/	---	---	200	36,400	133,600

As the table illustrates, the 1993 Base program could continue to meet all needs for site preparation and reforestation (i.e. tree planting) and essentially all needs for plantation maintenance. These are the critical elements of the base level reforestation needs to sustain the ASQ harvest levels.

Biological Diversity

Managing for biodiversity places new and increased demands on the BLM's reforestation and forest development program. Implementation of biodiversity concepts requires redesign of surveys, increased inventory, additional expertise, more complex and time consuming prescriptions, and increased interdisciplinary coordination. These greater demands could result in increased costs and decreased base level capability for unit accomplishments.

"Excess Receipts"

The 1990 Appropriations Act for the Department of the Interior and Related Agencies (P.L. 101-121), provided for the return of 50 percent of the O&C and CBWR receipts in excess of what was estimated for 1989 in the 1990 President's Budget to the BLM "O&C Grant Lands" account. These funds were fully utilized by the end of 1991 for additional work as indicated in the workload accomplishment table.

- 1/ Acreage as identified in the 1991 analysis which reassessed treatment needs and provided updated data for program planning.
- 2/ Further reassessment of these needs will occur as a part of the current resource management planning process and the results of consultation with FWS on silviculture projects that relate to the protection of the northern spotted owl. Consideration of biological diversity, development of new silvicultural techniques, and protection of the northern spotted owl and its habitat may require a redefinition of the treatment needs.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	35,692 (420)	29,367 (420)	-6,325 (---)

The 1993 Estimate is a decrease of \$6,325,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The decrease of \$6,325,000 from the 1993 Base will be accomplished by deferring lower priority forest development practices such as precommercial thinning, fertilization treatments, and some plantation maintenance to outyears. At the Estimate level of funding, the highest priority treatments such as site preparation, reforestation, and the majority of plantation maintenance needs will be accomplished by BLM.

Since 1990, harvest levels in western Oregon have declined considerably. Also, the volume of timber offered for sale and actually sold has begun to decline significantly. For 1993, BLM will offer the highest volume of timber consistent with the protection of the northern spotted owl and the results of consultation with the Fish and Wildlife Service. While the actual volume to be offered is unknown, the level is not expected to be anywhere near the current ASQ of 1,176 MMBF.

Also, the volume of sold but unharvested timber has decreased dramatically in recent years. In the mid-1980s, the average volume sold, but unharvested, was in the 2 to 3 billion board feet range. Now it stands at 900 million board feet, or less than a normal year's sale volume. Consequently, with sharply declining harvest levels, the requirements for reforestation must be adjusted accordingly.

Deferring intensive management practices will provide the opportunity for the BLM to provide increased capability for northern spotted owl protection efforts, and to continue to verify the planned needs and accomplishments in the context of the preferred alternative in the new RMPs now under preparation. This will assist in assuring that future investments in intensive management will be consistent with decisions resulting from the new RMPs and forest management plans developed to guide management strategies and investments in the 1990s, and the northern spotted owl recovery plan when it is completed.

The decrease will be accomplished by reducing planned program accomplishments by 5,400 acres (15 percent) of plantation maintenance, 30,000 acres of precommercial thinning, and 30,000 acres of fertilization from the 1993 base level.

Reforestation and Forest Development Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted 1/ To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres):					
Regular program	154	130	130	130	---
"Excess Receipts" 1/	<u>18</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	172	130	130	130	---
Site preparation (acres):					
Regular program	22,200	16,300	14,000	14,000	---
"Excess Receipts" 1/	<u>500</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	22,700	16,300	14,000	14,000	---
Reforestation (acres):					
Regular program	16,500	38,000	22,000	22,000	---
"Excess Receipts" 1/	<u>16,600</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	33,100	38,000	22,000	22,000	---
Plantation Maint. (acres):					
Regular program	32,600	50,000	36,200	30,800	-5,400
"Excess Receipts" 1/	<u>17,400</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	50,000	50,000	36,200	30,800	-5,400
Precommercial thinning (acres):					
Regular program	17,900	---	30,000	---	-30,000
"Excess Receipts" 1/	<u>800</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	18,700	---	30,000	---	-30,000
Fertilization (acres):					
Regular program	26,600	---	30,000	---	-30,000
"Excess Receipts" 1/	<u>24,400</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	51,000	---	30,000	---	-30,000

Distribution of change by object class

The object class detail for the proposed decrease of \$6,325,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$ 90,000
Transportation of things		114,000
Communications, utilities, and rents		110,000
Printing and reproduction		31,000
Other services		4,780,000
Supplies and materials		900,000
Equipment		<u>300,000</u>
Total		-\$6,325,000

1/ Additional program capability due to the "Excess Receipts" provision of the 1990 Interior Appropriations Act (P.L. 101-121). The workload accomplishments in 1991 represent a carryover of some "Excess Receipts" funding into 1991.

COASTAL OREGON PRODUCTIVITY ENHANCEMENT (COPE)

Objectives

- o The objective of the COPE program is to develop methodologies and techniques for speeding up resource restoration, productivity enhancement and maintenance of the Coastal Oregon Forests.

Base Program

A total of \$1,300,000 is included in the 1993 program for COPE research projects.

COPE is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range. According to the cooperative agreement, all of the funds allocated to COPE are transferred to the Forest Service Pacific Northwest Experiment Station who then provides payment to other cooperators.

In 1993, COPE will be its 7th year of activity. Seventeen studies of riparian zone management and fourteen studies dealing with reforestation will be underway in the Fundamental portion of the COPE project in 1993. BLM is placing additional emphasis on research on accomplishment of reforestation with constraints on herbicides and fire, along with a new thrust in recreation research.

The Adaptive portion of COPE will continue in 1993 with seven riparian and four reforestation studies.

Justification of Program and Performance

Activity: Western Oregon Resources Management
 Subactivity: Other Forest Resources Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	8,837 (105)	8,912 (105)	10,852 (125)	2,015 (+20)	+1,940 (+20)

This subactivity, Other Forest Resources Management, includes the program areas of rangeland management; recreation management; soil, water and air management; and wildlife habitat and fisheries management as conducted on BLM administered lands in western Oregon. These program areas are discussed individually below:

The programs in this subactivity have been incorporated into the President's *America the Beautiful* initiative to enhance stewardship of national parks, refuges and Public Land. These programs are major components of the BLM's multiple-use approach to natural resource management and stewardship in western Oregon.

RANGELAND MANAGEMENT

Objectives

The major objectives of the rangeland management program are to:

- o support the President's *America the Beautiful* initiative;
- o utilize available forage for livestock production;
- o maintain and improve vegetative conditions; and
- o accomplish vegetation-related resource management goals and objectives in western Oregon.

Base Program

This program provides for grazing administration and rangeland management on Public Land in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage.

The rangeland management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In five areas where there are large and well blocked lands,

coordinated resource management plans (CRMPs) have been developed and needed management improvement projects constructed. Monitoring will continue to be a priority in 1993, but increased emphasis will be placed on developing CRMPs emphasizing riparian values and biological diversity. An additional 24 high priority areas are scheduled for CRMP development in the future.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other vegetation related management objectives such as the protection and improvement of important wildlife habitat and the protection of threatened and endangered plants and animals.

RECREATION MANAGEMENT

Objectives

The major objectives of the recreation management program are to:

- o Support the President's *America the Beautiful* initiative through implementation of BLM's *Recreation 2000, A Strategic Plan*;
- o Ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation and cultural opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act, FLPMA and the principles of multiple-use and sustained yield;
- o Manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation and cultural opportunities and experiences;
- o Implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate.
- o Place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on on-the-ground presence;
- o Expand and strengthen cooperative partnerships with Federal, State and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the Public Land;
- o Ensure that recreation and cultural resource planning efforts will foster public awareness and encourage public participation. The BLM will cooperate in other Federal, State and local recreation and cultural planning efforts;
- o Determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;
- o Issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;

- o Assume that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Land;
- o Develop and maintain cooperative relationships with national, State and local tourism entities and assist them in promoting local tourism;
- o Utilize the Back Country Byways program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and
- o Coordinate proposed activities on the Public Land with appropriate American Indian tribes to provide for protection of resources important to their cultural heritage.

Base Program

The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including providing recreation facilities, and the provisions of FLPMA which are applicable to all areas of the Public Land. As a result of the proximity of these lands to Oregon's Willamette Valley and coastal population centers, and to major interstate transportation corridors, BLM's western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors, and introduce unique pressures on the preservation of cultural and other natural values.

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The Base program encompasses workload associated with 63 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 83 developed recreation sites and 390 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing; 26 boat access sites; 180 miles of floatable rivers, 2,125 miles of fishing streams; and 16 special and 19 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 131 miles of designated Back Country Byways.

In support of the President's *America the Beautiful* initiative, BLM has completed *Recreation 2000, A Strategic Plan* to guide its recreation program into the year 2000. This plan highlights where BLM intends to concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. The BLM Oregon State Office has prepared an Oregon Recreation 2000 strategic plan to guide the implementation of the recreation management goals and policies within the State.

Back Country Byways is a program initiative under *Recreation 2000*. Designated Back Country Byways provide opportunities to enhance tourism, stimulate local economics and interpret forest management programs for visitors who are driving for pleasure on western Oregon lands. As part of BLM's *Recreation 2000*, the *Adventures in the Past* initiative promotes public visitation to interpreted cultural resources sites and provides opportunities for public participation in various facets of the cultural resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites).

Public demand for recreational use of western Oregon lands has increased from 2.1 million visits in 1982 to over 8 million in 1990. Use by 1993 is predicted to approach 8.4 million visits annually.

Within the Base program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally-designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands gives a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Coos Bay Shorelands, New River, unique cultural sites, and major recreation sites such as Loon Lake, Hyatt Lake, Fisherman's Bend, Shotgun Creek, and Wildwood among others.

A major program shift from river planning to river plan implementation will occur in 1993 since all Omnibus Oregon Wild and Scenic Rivers Act management plans should be completed by the September 30, 1992, deadline. The implementation of four Omnibus Wild and Scenic Rivers Act management plans will involve a wide range of activities, including water quality/quantity monitoring, resource protection, permit administration and the provision of increased visitor services.

An important component of the program involves providing visitor management services, including on-the-ground management presence. The Base program also assists in funding BLM Rangers for western Oregon districts. These rangers add visibility for the BLM, as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource-trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "know-how" to utilize the available recreation opportunities and would not have the opportunity to experience them. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath, and North Umpqua rivers.

Issuance of permits also provides a direct monetary return to the Federal government. In 1990, collections from 115 commercial permits in western Oregon totaled over \$128,000. In addition to the commercial permits, approximately \$40,000 in noncommercial fees were collected and over \$110,000 in recreation site fees were collected during 1990.

Resource protection is also an important component of the Base program. This portion of the program is directed toward preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. This component includes project work needed to reduce erosion by directing use away from fragile soils, protecting/and stabilizing cultural sites, installing devices to prevent overuse of sensitive vegetative or wildlife areas, and landscape treatments. In addition, resource protection includes mitigation of adverse impacts to recreation and cultural resources from other land use activities by adding stipulations to leases and permits.

The Base program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natural history research, which provide data that aids in resource program planning, including forest management.

Coordination with Native American tribal organizations is another important part of the cultural resource management program. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some Public Lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural resource use of resources is a growing component of the program and is increasing the need for cooperation in the development and management of the Public Land in western Oregon.

SOIL, WATER AND AIR MANAGEMENT

Objectives

The objectives of the soil, water and air management program are to:

- o Support the President's *America the Beautiful* initiative, "no net loss" of wetlands initiative and implement the *Oregon/Washington Riparian-Wetland Enhancement* plan;
- o Support protection and rehabilitation of wetlands and riparian areas;
- o Provide land managers with baseline data on soils, including information on soil capabilities, suitabilities, behavior and use limitations;
- o Provide land managers with baseline data on water resources, including information on water quality, use and availability. Provide inventories, assessments and quantification of water sources for water rights filings to support the forest management and development, biodiversity, riparian/wetlands, fish and wildlife, and recreation programs. Comply with requirements imposed by State laws relative to water rights;
- o Provide land managers with information on air quality (smoke impacts, acid rain, visibility), climatology and meteorology;
- o Develop criteria and guidance to mitigate potential detrimental effects of forest management and development activities on soil productivity, water quality and quantity, and air quality;
- o Implement best management practices and watershed improvement projects to minimize nonpoint source pollution from BLM lands in western Oregon; and
- o Monitor water and air quality to determine effectiveness of mitigation measures in protecting water and air quality, and to ensure compliance with Federal and State laws and regulations and the State nonpoint source management plan.

Base Program

The goals of this program are to fulfill provisions of the O&C Act which require management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by E.O. 12088 which requires Federal compliance with Pollution Control Standards. The BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and nonpoint source water quality problem identification and monitoring.

Benefits of the program accrue mainly to the resources and include:

- o Providing technical expertise, support and direction for accomplishment of the goals identified in the *Oregon/Washington Riparian-Wetland Enhancement* plan;
- o Maintaining long-term soil productivity to provide sustainability of natural resource systems;
- o Providing essential information and technical expertise on soil/plant communities and hydrologic data for biodiversity;
- o Providing technical hydrologic expertise to support the Wilderness program and the Omnibus Wild and Scenic Rivers Act;
- o Ensuring future water supplies for resource management programs;
- o Ensuring that management activities are in compliance with relevant laws, regulations and approved management plans; and
- o Maintaining site productivity through on-site water management and design of water control facilities such as adequate installation of bridges and culverts in order to protect the road system while minimizing the impacts to the fisheries resources.

Goals and objectives of BLM's *Riparian-Wetland Initiative for the 90's* has been incorporated in Oregon's riparian-wetland management plan which has been revised to include western Oregon. The soil, water and air program will play a major role in supporting, coordinating and directing the riparian-wetland effort in western Oregon.

An other area of emphasis in 1993 will be on watershed monitoring to comply with Oregon's nonpoint source management plan. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations. Monitoring will be focused on implementation and effectiveness of best management practices approved in the resource management plans. Monitoring support will be required to implement completed Omnibus Oregon Wild and Scenic Rivers Act management plans. Watershed improvement projects will be directed at reducing levels of nonpoint source pollution from past management activities.

Efforts will continue to acquire State water rights which are critical for the forest prescribed burning and road construction programs.

WILDLIFE HABITAT AND FISHERIES MANAGEMENT

Objectives

The objectives of the wildlife habitat and fisheries management program in western Oregon are to:

- o Support the President's *America the Beautiful* initiative;
- o Improve anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- o Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species, consult with the Fish and Wildlife Service (FWS) when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;
- o Manage habitat in order to maintain and improve rare or sensitive species populations in order to reduce the need to list species under the ESA;
- o Comply with Executive Orders No. 11988 and No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat; and
- o Implement Oregon's *Fish and Wildlife 2000* plan and the *Oregon/Washington Riparian Wetland Enhancement* plan.

Base Program

The BLM wildlife habitat and fisheries management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for plant, fish, and wildlife species and communities including T/E plant and animal species occurring on the Public Lands in western Oregon.

In 1988, a strategic plan for the BLM's wildlife habitat and fisheries program, *Fish and Wildlife 2000*, was completed. The plan describes goals and objectives for more efficient management of fish, wildlife and special plant resources on Public Lands, and also outlines the direction of the BLM's efforts between now and the year 2000. Under the program outlined for the future, program goals and objectives are identified for three major components: Wildlife Habitat Management, Fish Habitat Management, and T/E Species Habitat Management. The *Fish and Wildlife 2000* plan defines the program according to these manageable categories and also provides a focus for the entire program. The plan includes specific objectives related directly to western Oregon lands.

BLM Oregon State Office completed its State level *Fish and Wildlife 2000* plan in 1991, which outlines specific objectives and actions to be taken within the State. Implementation of this plan is underway.

The benefits that are derived from the wildlife habitat and fisheries management program include providing habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the forest management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly,

effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

Anadromous Fisheries

One of the most valuable public resources under BLM management in western Oregon is the 1,500 miles of stream habitat for anadromous fish. In past years, however, the production of wild coho and chinook salmon and steelhead has declined. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities. Beginning in 1986, additional funding to support the Anadromous Fish Habitat Enhancement Plan has allowed BLM to increase stream improvement projects, intensify monitoring studies, and initiate a planning effort on a 5-year program to improve stream habitat for anadromous fisheries. Accomplishments to date include construction of nearly 2,000 instream structures, 121 rearing pools for juvenile fish, 27 off-channel resting areas and barrier removal which has opened up an additional 100 miles of stream habitat to spawning fish. The Base program for 1993 includes funds for the continued implementation of this plan.

One of the most significant types of improvement projects recommended by the plan includes opening blocked streams to remove obstacles to fish passage and to improve spawning and rearing habitat to increase fish survival rates. Specific practices include removing log jams to improve fish passage, replacing gravel in spawning areas, and placing instream structures to enhance spawning and rearing areas. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Sensitive Species Habitat Management

Presently, the single most important wildlife habitat and fisheries program issue in western Oregon is the protection of the northern spotted and its habitat because of its listing by the U.S. Fish and Wildlife Service (FWS) as a threatened species, and the resulting impacts to the ongoing programs in western Oregon. It is highly likely that the marbled murrelet, another old growth forest bird species, will also be listed within the near future. It is currently proposed for listing by the FWS as threatened throughout its range in Oregon. Other species of both plant and animals are becoming of increased concern.

The BLM signed a formal agreement with the State of Oregon Department of Fish and Wildlife on December 22, 1987, to protect 110 northern spotted owl sites. Each site is approximately 2,000 acres in size. Section 318 of the 1990 Interior Appropriations Act added an additional 12 sites to the original 110 in the agreement. This agreement is to be in effect until Western Oregon Resource Management Plans (RMPs) for the 1990's are completed. The new RMPs scheduled to be implemented in 1993, along with the final recovery plan for the protection of the Northern spotted owl, will establish the long-range management objectives for northern spotted owl habitat. BLM has implemented an intensive monitoring plan to track spotted owl activity on all 110 sites and is protecting the sites by scheduling timber harvest away from these areas until the 1990's plans are implemented.

In April 1990, an Interagency Scientific Committee (ISC) composed of scientists from affected agencies in the Pacific Northwest released a report entitled "A Conservation Strategy for the Northern Spotted Owl." This report proposed a conservation strategy for the owl that recommended the land managing agencies eliminate timber harvest in tracts of forest lands called Habitat Conservation Areas (HCA). The conservation strategy proposed four

categories of HCAs: (1) blocks capable of supporting at least 20 pairs of owls; (2) blocks that could support 2 to 19 pairs; (3) site specific blocks (1 1/2 mile radius circles) for existing and newly discovered owl sites in the north coast area of the state; and (4) site-specific blocks (1/4 mile radius circles) to support individual owl activity centers known to exist between 1985 and 1989. In addition, the ISC report recommended the "50-11-40" rule which is intended to maintain forest stands that provide dispersal linkages for adult and juvenile owls between the HCAs.

BLM will consult with FWS on all proposed actions that may affect the northern spotted owl, as well as providing direct assistance to FWS in the development of a recovery plan. The draft recovery plan is scheduled to be released by January 1992 with the final recommendations to be provided to the Secretary of the Interior by June 1992.

Spotted Owl Studies, Research, and Recovery

Within the 1993 Base program, a total of \$5,000,000 is planned to be spent on northern spotted owl recovery work. Anticipated areas of emphasis include research, inventory, monitoring, habitat improvement surveys and studies associated with recovery of the northern spotted owl. Included in this total is funding to maintain BLM's Cooperative Research Unit which was established at Oregon State University in 1991. The current program supports spotted owl research which is focused on food habits/prey studies, habitat use/home range studies, monitoring and demography studies.

In 1991, as part of the BLM's ongoing monitoring program, over 4,000 sites were visited and 1,300 owls were observed. As a part of the inventory process, biologists banded 325 owls in 1991 on BLM lands in western Oregon. This brings the total owls banded on BLM lands since 1983 to 2,200. This intensity of monitoring will be increasing in 1992 and will continue to increase in 1993. The knowledge that BLM is gaining as a result of the inventories, studies, monitoring and research regarding the spotted owl and its habitat will enable the BLM to give full consideration to protecting the species in developing future management alternatives, especially in planning timber sales.

Workload related to the northern spotted owl in support of the forest management program has increased dramatically in recent years. Approximately 2,200 - 3,000 spotted owl survey visits per year for timber sale preparation are now required under the spotted owl survey protocol. This increased intensity of monitoring is extremely time consuming.

Increase from 1993 Base

(dollars in thousands)

	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Difference</u>
\$	8,912	10,852	+1,940
(FTE)	(105)	(125)	(+20)

The 1993 Estimate for the Other Forest Resource Management subactivity is a net increase of \$1,940,000 and 20 FTE. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

Wildlife Habitat and Fisheries Management: (+\$1,940,000 and +20 FTE)

The increase of \$1,940,000 in the Wildlife Habitat and Fisheries Management program consists of an increase of \$2,000,000 for northern spotted owl recovery and a decrease of \$60,000 in general wildlife management.

The increase of \$2,000,000 plus the \$5,000,000 within the program's Base funding level will bring the total funding level dedicated to northern spotted owl recovery work to \$7,000,000 for 1993. This level of funding is the amount estimated at this time to be necessary for implementation of the northern spotted owl recovery plan being developed by the Fish and Wildlife Service with participation from the BLM and other agencies. Helping the recovery of the northern spotted owl through implementation of the northern spotted owl recovery plan is one of the highest priorities for the BLM in the management of western Oregon wildlife and fisheries resources in 1993. In order to address this priority requirement, BLM is proposing to defer some wildlife habitat and fisheries work, including 5 habitat improvement projects and 5 maintenance projects.

The \$7,000,000 provided in the Base program will be used for research and monitoring of the northern spotted owl and initial implementation of the recovery plan when it is completed in 1992.

Other Forest Resource Management Workload Accomplishments

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
RANGE					
Inventory (000's acres)	2	2	2	2	---
Allotments monitored (#)	54	54	54	54	---
Leases Administered (#)	130	130	130	130	---
Projects Developed (#)	3	1	1	1	---
RECREATION					
Inventory (000's acres)	75	75	75	75	---
Activity Plans (#)	5	13	13	13	---
Permits (#)	120	125	125	125	---
Protection Projects (#)	48	50	50	50	---
SOIL, WATER and AIR					
Inventory (000's acres)	11	11	11	11	---
Activity plans (#)	1	1	1	1	---
Soil survey (000's acres)	20	20	20	20	---
Water right document. (#)	56	56	56	56	---
Air monitoring (# stations)	4	4	4	4	---
Watershed monitoring (# stations)	90	100	100	100	---
Watershed imprvmnts. (#)	9	11	11	11	---
WILDLIFE HABITAT AND FISHERIES					
Inventory (000's acres)	90	660	660	660	---
Activity plans (#)	2	4	4	4	---
Monitoring (# plans)	147	200	200	200	---
Development projects (#)	27	33	33	28	-5
Maintenance projects (#)	35	39	39	34	-5

Distribution of change by object class

The object class detail for the proposed net increase of \$1,940,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	+20	\$ 731,000
Personnel benefits		182,000
Travel and transportation of persons		26,000
Transportation of things		20,000
Rents, communication, and utilities		73,000
Printing and reproduction		48,000
Other services		752,000
Supplies and materials		80,000
Equipment		28,000
Total		+\$1,940,000

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Resource Management Planning

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	3,323	3,345	2,535	-788	-810
(FTE)	(65)	(65)	(62)	(-3)	(-3)

Objectives

The objectives of the western Oregon resource management planning program are to:

- o Develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- o Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- o Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and
- o Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base Program

The 1993 Base funding level for the resource management planning program is \$3,345,000 and 65 FTE.

Land use planning is required by FLPMA for all Public Land areas. The plans for western Oregon are also an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

The BLM's planning process involves nine discrete steps which include the following:

1. Identify issues and concerns.
2. Develop planning criteria.
3. Collect inventory data and information.
4. Analyze the management situation.
5. Formulate alternatives.
6. Estimate the effects of the alternatives.
7. Select preferred alternative (and publish draft RMP/EIS).
8. Respond to public comment, protests (and publish proposed RMP and final EIS and the record of decision).
9. Plan implementation, monitoring and evaluation.

BLM planning regulations and policies require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the district manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soil science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The district managers and involved area managers, are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s), and the State Director must concur with the final plan decisions.

The current land use plans in western Oregon have been in place since the early 1980's. In 1986, BLM began the development of new land use plans for the decade of the 1990's. These new plans for all of the lands in western Oregon address the numerous major resource management issues such as old growth management, protection of spotted owls, biological diversity, threatened and endangered species management, allowable sale quantity levels, anadromous fisheries, water quality, wild and scenic rivers and others.

When the planning effort began, 5 new district-wide resource management plans (RMPs) were initiated, one for each BLM western Oregon district. Subsequently, a reorganization in southwest Oregon resulted in an administrative transfer of approximately 52,000 acres of O&C land from the BLM Medford District to the jurisdiction of the BLM Lakeview District. This has resulted in an additional planning effort by the Lakeview District in order to maintain consistency in preparing new RMPs for all O&C areas. A total of 6 RMPs and associated environmental impact statements (EIS) will now be completed.

In 1987, BLM developed the Western Oregon Digital Data Base (WODDB) to facilitate the preparation of the new western Oregon RMPs (see the western Oregon information and resource data systems subactivity for additional information). In 1988, work was focused on the initiation of the new RMPs that will ultimately provide land use and other parameters for the 1990's.

The WODDB system provides the technical capability utilizing a computer system and automated applications software to digitize and map the complex and diverse resource information necessary for effective resource management. This information is stored so that it can be retrieved for later evaluation, analysis, and application (e.g., the examination of alternative resource allocation decisions, and the potential impacts or consequences of these choices in the RMP).

The complex issues associated with RMP development require the application of current technology not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resources data, and to assist managers in the resource allocation process for the various alternative management scenarios involved. This workload area has increased significantly as a result of new information available in the report developed by an Interagency Scientific Committee (ISC) on a "Conservation Strategy for the Northern Spotted Owl." In addition, the Fish and Wildlife Service (FWS) listed the northern spotted owl as a threatened species. These actions generated the need to incorporate new data on the owl, its habitat, and the "old growth" ecosystem into the WODDB data base and resulted in additional costs in order to enable BLM to develop and analyze new planning alternatives in the draft RMPs.

At the Base level of funding, the current schedule for completion of the 1990's decadal planning effort, involving the 6 separate RMPs and their associated EIS, will be maintained. This schedule calls for draft RMPs/EISs to be published in the summer of 1992, with the Final RMPs/EISs to be released in spring 1993. Allowing time for resolution of protests, it is anticipated that the Record of Decision will be issued in the summer of 1993. These new plans, which will be implemented in 1993, will guide the management of the BLM administered lands in western Oregon for the decade of the 1990's.

Decrease from 1993 Base

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	3,345	2,535	-810
(FTE)	(65)	(62)	(-3)

The 1993 Estimate is a decrease of \$810,000 and 3 FTE from the Base. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption will delay 3 to 4 Final Environmental Impact Statements and delay all the Records of Decision.

The current plan preparation schedule calls for completion of the 6 Final RMPs/EIS's in the spring of 1993 and their implementation later in 1993. After release of the Final RMP's, BLM can phase down the resources devoted to plan preparation and analysis, EIS writing, and production of the final planning documents. The 1993 workload will then shift to explaining the contents of the Final RMP/EIS's, resolving any protests received, and preparing the Records of Decisions. After that, the major emphasis will focus on maintaining the viability of the plans for the 1990's.

Distribution of change by object class

The object class detail for the proposed net decrease of \$810,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	-3	\$109,500
Personnel benefits		27,300
Travel and transportation of persons		26,000
Transportation of things		20,000
Rents, communication, and utilities		50,000
Printing and reproduction		55,000
Other services		452,200
Supplies and materials		50,000
Equipment		<u>20,000</u>
Total		-\$810,000

Activity Summary

Activity: Western Oregon Information and Resources Data Systems

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Data Systems Oper. and Management	2,253	2,246	2,246	2,261	+15	+15
Resource Data Acquis. and Management.	<u>217</u>	<u>220</u>	<u>220</u>	<u>220</u>	--	--
TOTAL	2,470	2,466	2,466	2,481	+15	+15

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
Subactivity: Data Systems Operation and Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	2,246 (18)	2,246 (18)	2,261 (18)	+15 (--)	+15 (--)

Objective

The objective of the data systems operation and management program is to:

- o Provide for the continued development and operation of an automated data information system in an effective and efficient manner to support resource management programs in western Oregon.

Base Program

The 1993 Base level for the data systems operation and management program is \$2,246,000 and 18 FTE. Many data bases are maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to forest management and forest development program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data is maintained for BLM seed orchards, including progeny plantations. Data is maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. This data is eventually used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data is maintained to appraise the value of timber offered for sale. The data is continuously analyzed to predict sale values and changes in market conditions. The data also facilitates the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data is maintained for the purpose of predicting receipts and payments to the O&C counties under the O&C Act formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support. Over 200,000 files are maintained to support the development of the resource management plans (RMPs).

Automated Data Processing (ADP) systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise will continue to be required, including technical expertise in the subject matter field -- inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

The Western Oregon Digital Data Base (WODDB) system, which uses Geographic Information System (GIS) technology, will enable field managers in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in western Oregon. The 84 base map and resource data themes in the system provide the analytical tools needed to prepare the 6 RMPs for the 1990s.

WODDB support to the western Oregon RMP effort is essential in order to maintain the required schedule. The information from the Interagency Scientific Committee (ISC) report on the northern spotted owl and the subsequent listing of the owl by the Fish and Wildlife Service (FWS) as threatened created additional data demands upon the system. Incorporation of this data for development of new alternatives resulted in a significant workload for 1991 and 1992.

The WODDB system has provided considerable assistance to the many special studies and analyses relating to the northern spotted owl. It is expected that the data base and system will continue to be used extensively, especially in support of the FWS in its development of the recovery plan for the northern spotted owl.

Additional major tasks to be accomplished in 1993 include:

- o WODDB support to the completion of the 6 western Oregon RMPs. The WODDB data base will be complete in 1993; however, many of the support functions must continue. Specific activities planned for 1993 include user support, data base management and administration, computer operations, and software development/systems analysis.
- o Updating WODDB data for use in operational forest management and other ongoing resource management activities and applications. Planned activities for 1993 include edit/update of the WODDB RMP data base, user support and training, conversion of existing automated programs to provide a user friendly integrated system, and data base management and administration.
- o Developing strategies for future office automation, local area networks, and equipment and software upgrades. This will also include the capability required to support BLM application programs and statewide data communications network; provide continued support to the GIS effort, computer facility site preparation and management, hardware and software user support, technical information resource management support to the field offices, and application development training and assistance.
- o Additional maintenance of Prime, Honeywell and WANG minicomputers and the statewide data communications equipment. Additional maintenance is needed due to the increasing size of the data base and the amount of computer hardware/software that is necessary in order to meet the demands of the users.
- o Additional support for implementing Operational Automated Resource Data (ARD). Extensive training of program managers and/or additional personnel will be required to develop the skills necessary to direct the management of resource data in an automated environment.

Increase from base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	2,246	2,261	+15
(FTE)	(18)	(18)	(---

The \$15,000 increase will be used to provide additional user support and training in connection with use of the Western Oregon Digital Data Base.

Distribution of change by object class

The object class detail for the proposed net increase of \$15,000 is as follows:

	FTE	Amount
Rents, communication, and utilities		\$ 1,000
Other services		12,000
Supplies and materials		1,000
Equipment		<u>1,000</u>
Total		+\$15,000

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
 Subactivity: Resource Data and Acquisition and Management

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	220	220	220	---	---
(FTE)	(1)	(1)	(1)	(--)	(--)

Objectives

The objectives of the resource data acquisition and management subactivity in western Oregon are to:

- o Improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;
- o Use geographic information technology in support of BLM's forest management and other forest resource programs;
- o Produce accurate mapping necessary for resource management; and
- o Process data using established remote sensing techniques in support of BLM field operations.

1993 Program

The 1993 Base and Estimate level for the resource data and acquisition and management program is \$220,000 and 1 FTE.

The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. This absorption is reflected as diminished program capability.

Efforts in the 1993 program will be focused on preparing and maintaining 1:100,000 scale base maps for Oregon and Washington, continued support for spotted owl habitat analysis, support and assistance to WODDB products and data, photogrammetric compilation in support of recreation site planning, and support for aerial photography procurement and archival. This program will also continue to update the revision and completion of the digital cartographic base themes including the associated hardware updates. Data acquisition, standardization, and management of resource base data will be provided in support of land management activities.

Activity Summary

Activity: Western Oregon Facilities Maintenance

(dollars in thousands)

Subactivity	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Facilities Maintenance	3,038	3,067	3,067	3,132	+65	+65
Transportation Systems Maint.	<u>3,227</u>	<u>3,253</u>	<u>3,278</u>	<u>4,388</u>	<u>+1,135</u>	<u>+1,110</u>
TOTAL	6,265	6,320	6,345	7,520	+1,200	+1,175

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
Subactivity: Facilities Maintenance

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	3,067 (38)	3,067 (38)	3,132 (38)	+65 (--)	+65 (--)

Objectives

The objectives of the facilities maintenance program in western Oregon are to:

- o Continue to support the Secretary's *Legacy 99* initiative, and
- o Protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the intended design life of the facilities.

Base Program

The 1993 Base level for the western Oregon facilities maintenance program is \$3,067,000 and 38 FTE. The 1993 program supports the Secretary of the Interior's *Legacy 99* initiative which complements the President's *America the Beautiful* initiative, and also supports BLM's *Recreation 2000* initiative.

The types of facilities maintained by BLM in western Oregon vary from complex district office buildings to tree seed extractories and a greenhouse for seedling production. Facility units include 34 sites, 152 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems. The program also provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon.

Specific implementation strategies include the following:

- o Perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;
- o Perform annual inspection of all buildings, developed recreation sites and utility systems, and identify and establish schedules for needed repairs;
- o Perform scheduled preventive maintenance to buildings and recreation facilities to ensure their support of resource management programs;

- o Perform needed repairs on buildings and sites to bring them up to good condition; and
- o Operate and maintain developed recreation facilities to allow healthful and safe enjoyment and use of the site by the public.

The following table displays the facilities included in the maintenance schedule:

<u>Type of Facility</u>	<u>Number</u>	<u>Size</u>
<u>MISCELLANEOUS SITES</u>		
Office Buildings	12	170,546 sq. ft.
Warehouses	20	56,583 sq. ft.
Materials storage buildings	42	60,543 sq. ft.
Quarters	12	12,000 sq. ft.
Fuel tanks	12	37,650 gal.
Radio/repeater buildings	5	4,027 sq. ft.
Special use tree seed orchard buildings	12	53,969 sq. ft.
Eqpmnt & vehicle shop buildings	26	46,781 sq. ft.
Sites/wareyards/grounds	37	1,767 acres
Water systems	23	---
Utility buildings	11	1,569 sq. ft.
Sewer systems	11	---
Electrical systems	6	---
<u>RECREATION SITES</u>		
Developed sites	77	
Undeveloped sites	24	
Developed campsites (# of family units)	723	
Developed picnic sites (# of family units)	258	
Water systems	30	
Sewer systems	10	
Trails within recreation sites (miles)	19	
Signs	90	

All developed facilities are scheduled to receive preventative maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance are accomplished on an as needed basis.

Under the *Legacy 99* initiative, BLM will continue to reduce the backlog of maintenance projects and to increase the maintenance program capability in order to improve the condition of facilities by 1999, the 150th anniversary of the Department of the Interior. The *Recreation 2000* initiative portion of the program primarily addresses the need to assure the health, safety and protection of users at the many recreation sites available in western Oregon.

All preventative maintenance required to maintain health and safety standards will be completed. Critical corrective maintenance on BLM owned office buildings and other facilities will also be done. The 1993 program will specifically focus on maintaining the newly completed Dean Creek Complex and providing the needed corrective maintenance at 7 aged facilities. Providing additional access for handicapped individuals will be completed in 1993.

Increase from Base

(dollars in thousands)

	<u>1993</u> <u>Base</u>	<u>1993</u> <u>Estimate</u>	<u>Difference</u>
\$	3,067	3,132	+65
(FTE)	(38)	(38)	(--)

The \$65,000 increase from the Base program will be used to reduce the backlog of maintenance projects and to increase maintenance program capability by enhancing maintenance at up to 5 facilities.

Distribution of change by object class

The object class detail for the proposed net increase of \$65,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Travel and transportation of persons		\$ 1,000
Transportation of things		1,000
Rents, communication, and utilities		2,000
Other services		60,000
Supplies and materials		<u>1,000</u>
Total		\$65,000

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
Subactivity: Transportation Systems Maintenance

(dollars in thousands)

		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
BLM	\$	3,253	3,278	4,388	+1,135	+1,110
	(FTE)	(42)	(42)	(42)	(---)	(---)
Federal Hwy.	\$	50	50	50	---	---
Admin.	(FTE)	(---)	(---)	(---)	(---)	(---)
Total	\$	3,303	3,328	4,438	+1,135	+1,110
Reqmnts.	(FTE)	(42)	(42)	(42)	(---)	(---)

Objectives

The objective of the transportation systems maintenance program in western Oregon (which is funded through a combination of direct appropriation and a permanent appropriation) is:

- o Support the *Legacy 99* initiative;
- o Maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for proper land and resource management;
- o Provide for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- o Provide safe access to forest lands for the forest industry, BLM personnel, and the general public.

BUREAU OF LAND MANAGEMENT

Base Program

The 1993 Base funding level for the western Oregon transportation systems maintenance subactivity is \$3,278,000 and 42 FTE.

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of Back Country Byways), 150 miles of trails, and 2 airstrips, along with related appurtenances such as 382 bridges, retaining walls, and subsurface drainage systems. Of the total mileage, 7,100 miles are maintained by funds from the permanent appropriation of road maintenance fees which are collected from commercial users. These are called "fee roads." The remaining 11,400 miles of road, trails, and the airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "non-fee" system.

The 1993 program supports the Secretary of the Interior's *Legacy 99* initiative, which complements the President's *America the Beautiful* initiative, and also supports the BLM's *Recreation 2000* initiative.

Under the *Legacy 99* initiative, the BLM will continue to reduce the backlog of road rehabilitation work and to increase the maintenance program capability in order to improve the condition of these facilities by 1999, the 150th anniversary of the Department of the Interior.

The non-fee maintenance requirements have increased almost two-fold in the past 12 years. To compound the problem, road maintenance fee collections have declined significantly in recent years and are expected to continue on this downward trend in the coming years. The decreasing fee revenue is due to a reduced supply of private timber hauled on BLM roads, and an anticipated reduced harvest of timber due to the requirement to protect the spotted owl and its habitat. This will result in a continuing increase in the non-fee road mileage which needs to be maintained from O&C Grant Lands appropriated funds.

The system is in need of considerable maintenance in order to accommodate increasing public use, particularly for recreational purposes, and to provide management access for fire protection and intensive forest management. A 1986 report revealed a seriously deteriorated non-fee road system which had 8,200 miles of road, 34 miles of trail, 62 bridges and one airstrip in need of restoration or heavy corrective maintenance. This is due largely to the lack of proper maintenance in past years.

BLM's Western Oregon road maintenance schedule calls for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews. BLM employs heavy equipment operators skilled in road maintenance work and transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities. Contracts are issued for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Commercial users of the BLM roads are assessed a road maintenance fee. Funds collected from road maintenance fees each year become a part of the total funds available to the BLM for road maintenance through a permanent appropriation. In 1993, the amount estimated to be available from the permanent appropriation is \$4.0 million, which is about \$1.5 million less than the 1990 level and about equal to the 1991 and estimated 1992 levels. This level of collections will maintain the total base program accomplishments at 4,400 miles for road maintenance, 70 miles for trail maintenance, and allow maintenance of 50 bridges.

The primary focus of these maintenance accomplishments will be on those high priority roads and trails that are essential to public safety and to insure access necessary to carry out essential intensive forest management work on the BLM administered lands in western Oregon. A significant reduction in the estimated 1993 permanent appropriation could occur if timber harvest volumes from BLM lands drop significantly in 1992 and 1993 because of the listing of the spotted owl.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	3,278 (42)	4,388 (42)	+1,110 (---)

The 1993 Estimate is an increase of \$1,110,000. The 1993 Estimate level reflects absorption of 50 percent of the anticipated 1992/1993 pay raise. The effects of this absorption of the pay raise costs on program accomplishments is depicted in the workload accomplishment table that follows.

The entire increase will support the *Legacy 99* program. *Legacy 99* is the program to maintain, repair, and rehabilitate the facilities of the Department. It will culminate in 1999, the 150th anniversary of the Department of the Interior, leaving a legacy for the 21st Century.

The increased funding level will allow BLM to maintain approximately 500 more miles of road and 10 more bridges from the Base level to ensure public safety, to carry out essential intensive forest management activities, and to accommodate increasing public use and demands for recreation access. This increased funding will also help reduce the backlog of critical unmet transportation maintenance needs that exist on western Oregon lands.

O&C Transportation Maintenance Workload Accomplishments

The planned workload accomplishments (including accomplishments from permanent appropriations) for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

Workload Measure	1991 Actual	1992 Enacted	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Road maintenance (miles)	5,200	4,400	4,400	4,900	+500
Trail maintenance (miles)	70	70	70	70	---
Bridge maintenance (#)	70	50	50	60	+10

Distribution of change by object class

The object class detail for the proposed increase of \$1,110,000 is as follows:

	FTE	Amount
Travel and transportation of persons		15,000
Transportation of things		70,000
Rents, communication, and utilities		50,000
Printing and reproduction		2,000
Other services		800,000
Supplies and materials		120,000
Equipment		53,000
Total		+\$1,110,000

FEDERAL HIGHWAY ADMINISTRATION (FHWA)

1993 Program

The 1993 program level is \$50,000. This level of funding, which is transferred to FHWA, provides for bridge inspections and load rating determinations by the FHWA for bridges on BLM-administered roads. An estimated 180 bridges will be inspected. On occasion, FHWA also provides rock aggregate to the BLM for use in road maintenance.

The funds for this work are transferred from BLM to FHWA each year as the work is required.

Activity Summary

Activity: Western Oregon Construction and Acquisition

(dollars in thousands)

<u>Subactivity</u>	<u>1991 Actual</u>	<u>1992 Enacted To Date</u>	<u>1993 Base</u>	<u>1993 Estimate</u>	<u>Inc. (+) Dec. (-) from 1992</u>	<u>Inc. (+) Dec. (-) from Base</u>
Construction	596	589	589	589	---	---
Acquisition	310	313	313	318	+5	+5
Total	906	902	902	907	+5	+5

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Construction

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	589	589	589	--	--
(FTE)	(3)	(3)	(3)	(--)	(--)

Objectives

The objectives of the western Oregon construction program are as follows:

- o Continue to support the *Legacy 99* and the BLM's *Recreation 2000* initiatives;
- o Construct those buildings necessary to support resource management programs, and replace deteriorating and inefficient facilities. Some specific projects which have been constructed in the past include tree seed orchard buildings, timber sale road maintenance shops and district office complexes;
- o Develop recreation facilities on western Oregon lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand; and
- o Provide a safe and efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, airstrips, and related appurtenances such as bridges and signs;

1993 Program

The 1993 Base and Estimate funding level for the construction program is \$589,000 and 3 FTE. The base funding level supports the western Oregon management program by providing transportation planning, signing, and survey and design work for access roads and other facilities (\$96,000). In addition, the 1993 program level also provides for 2 rehabilitation and construction projects (\$495,000), which support the Secretary's *Legacy 99* and the BLM's *Recreation 2000* initiatives.

Specifically, the program provides for:

- o Developing and maintaining transportation plans,
- o Designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber, for commercial thinning, or to allow utilization of marginal value timber.

- o Designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.
- o Completion of the initial stage of construction activity at the Dean Creek Elk Viewing Area. (A *Legacy 99*, *Fish and Wildlife 2000* and *Recreation 2000* supporting project.)
- o Completion of construction of the Susan Creek Recreation Area Improvement Project. (A *Legacy 99* project as well as support to the *Recreation 2000* initiative.)

The 2 construction projects in the 1992 program are described below:

FY 1993 Western Oregon Construction

Project Description

Title: Dean Creek Elk Viewing Area

District: Coos Bay

Location: On Highway 38, 3 miles east of Reedsport and approximately 80 miles south and west of Eugene, in Douglas County, southwestern Oregon.

Description: The Dean Creek Elk Viewing Area contains 923 acres -- 358 acres of bottomlands (grasslands and wetlands) and 565 acres of forested uplands. This land provides habitat supporting a large herd of Roosevelt Elk. Total planned construction includes: three off-highway parking and viewing areas elevated to highway level overlooking the Dean Creek pastures and wetlands; left and right-hand turn lanes on Highway 38 to the principal parking area; public sanitary facilities at one location; a visitor contact station at the principal parking area with interpretive exhibits; viewing platforms at each parking area; information/interpretive kiosks at the smaller parking areas; mobile home trailer pad and hook-ups for a site manager; an administrative building, including office space, shop and storage; and pond construction and bank tapering to maximize wetland wildlife viewing opportunities. A number of these planned facilities have already been completed. This project is in support of the goals and objectives of both the *Recreation 2000* and the *Fish and Wildlife 2000* initiatives. Additionally, it is a project that will protect the public from a current situation which is a public safety hazard due to the traffic interference along Highway 38. This proposal is documented in the Dean Creek Elk Viewing Area Habitat Management Plan.

1993 Program The \$325,000 in 1993 will be used to complete the initial stage of the construction activity which began in 1991. These funds would be used to construct walks, retaining walls, railings, landscaping, an interpretive kiosk and parking area viewing platforms.

Title: Susan Creek Recreation Area Infrastructure Improvement

District: Roseburg

Location: 26 miles east of Roseburg in Douglas County, Oregon,
along the North Umpqua Wild and Scenic River.

Description: This project supports the Secretary's *Legacy 99* initiative through reconstruction of a deteriorated, undersized toilet facility and replacement of an undersized septic system. The total improvement project includes upgrading the presently inadequate sanitation facilities and piped water system in the camping/picnic area. The proposed facility improvements will provide additional toilets, sinks and showers. All facility improvements will be barrier free so as to permit handicap access. This project will meet the needs of the public at a very popular recreation site in the wild and scenic river corridor as well as provides for the health and safety of the public. This project is in support of the goals and objectives of both the *Recreation 2000* and the *Legacy 99* initiatives. This project is documented in the management plan for the North Umpqua Special Recreation Management Area which was approved in 1984.

1993
Program

The \$170,000 will be used for the completion of the project, which will include a 30 foot by 40 foot facility with toilets, sinks, showers, and storage. Also included in the project will be a pressure septic system and piped water system, associated parking area, and trail modifications.

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Acquisition

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	313	313	318	+5	+5
(FTE)	(6)	(6)	(6)	(---)	(---)

Objectives

The objectives of the western Oregon acquisition program are to:

- o Obtain and maintain legal access to western Oregon lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and
- o Obtain and maintain necessary legal access for the general public, such as access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

Base Program

The 1993 Base level for western Oregon acquisition is \$313,000 and 6 FTE.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

Much of the property over which BLM is acquiring easements has been subdivided, and due to the increase in number of landowners to cross, the number of easements to be acquired over the same land area is increasing.

The primary benefits of the access acquisition include:

- o Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate;
- o Guaranteed access to all qualified bidders results in increased bid prices. In any given year, the cost of acquiring easements to guarantee access for all potential bidders only results in an average increase of 40 cents per MBF in the appraised timber sale price. The increased revenue produced greatly exceeds the cost of the entire access acquisition program. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices; and

- o Providing continuous legal access to the public for full use and enjoyment of the BLM managed lands in western Oregon (*Recreation 2000*).

Based upon existing resource management plans, an estimated 200,000 acres of Public Land administered by the BLM in western Oregon are unavailable for timber harvest or recreation use due to the lack of legal access. An estimated 885 easements would be needed to harvest 800 MMBF of timber and utilize 200,000 recreation use days annually. The current situation with the protection of the northern spotted owl and the increasing demand for recreation use will undoubtedly result in modifications to this figure after the completion of the Resource Management Plans for the 1990's.

The 1993 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with the units of accomplishment is increasing on an annual basis as a result of the number of landowners that must be crossed due to the increased amount of subdividing and the need to access small isolated parcels of timberland. A smaller acreage of public land is being provided access with the same number of easements.

In late 1990, the Office of the Inspector General (OIG) completed an audit on the BLM's forestry operations in western Oregon. Part of this report focused on the issue of easement acquisitions. The report concluded that: "The Bureau needs to assign priority to acquiring access to both the harvestable timber and the 132,000 acres of timberlands that need to be managed for future sales." The OIG report estimated that these acres would be able to generate \$1.8 billion in revenues over the forest's life cycle. In response to the OIG report, efforts are increasing to meet the requirements for access to remote or small tracts of timber.

The efforts to protect the northern spotted owl and its habitat, have considerable spinoff impacts to the access acquisition program. The constantly changing timber sale program has resulted in numerous false starts and the resultant loss of considerable lead time which is required to negotiate access. The inability to harvest volume in old growth areas will result in an increased need for access to timber from scattered parcels of lower productive lands. These lands are generally at lower elevations and are surrounded by more private owners, thereby requiring more easements. However, the uncertainties affecting the entire western Oregon management program make identification and planning of additional needs extremely difficult.

Increase from Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	313	318	+5
(FTE)	(6)	(6)	(---

The increase of \$5,000 from the Base will purchase 2 additional easements to maintain the 1992 level of accomplishment.

Western Oregon Acquisition Workload Accomplishments

The planned workload accomplishments for 1990, 1991, and the 1992 Base and Estimated funding levels are as follows:

Workload Measures	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from Base
Easements acquired (#)	45	32	30	32	+2

Distribution of change by object class

The object class detail for the proposed increase of \$5,000 is as follows:

	FTE	Amount
Other services		\$5,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Oregon and California
Grant Lands

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						

11. Personnel compensation:						
11.1 Permanent positions.....		37967		38167		200
11.3 Positions other than permanent....		6070		6100		30
11.5 Other personnel compensation.....		1650		1650		0
11.8 Special personal services payments		89		89		0
	----	-----	----	-----	----	-----
Total personnel compensation	1398	45776	1405	46006	7	230
Other Objects						

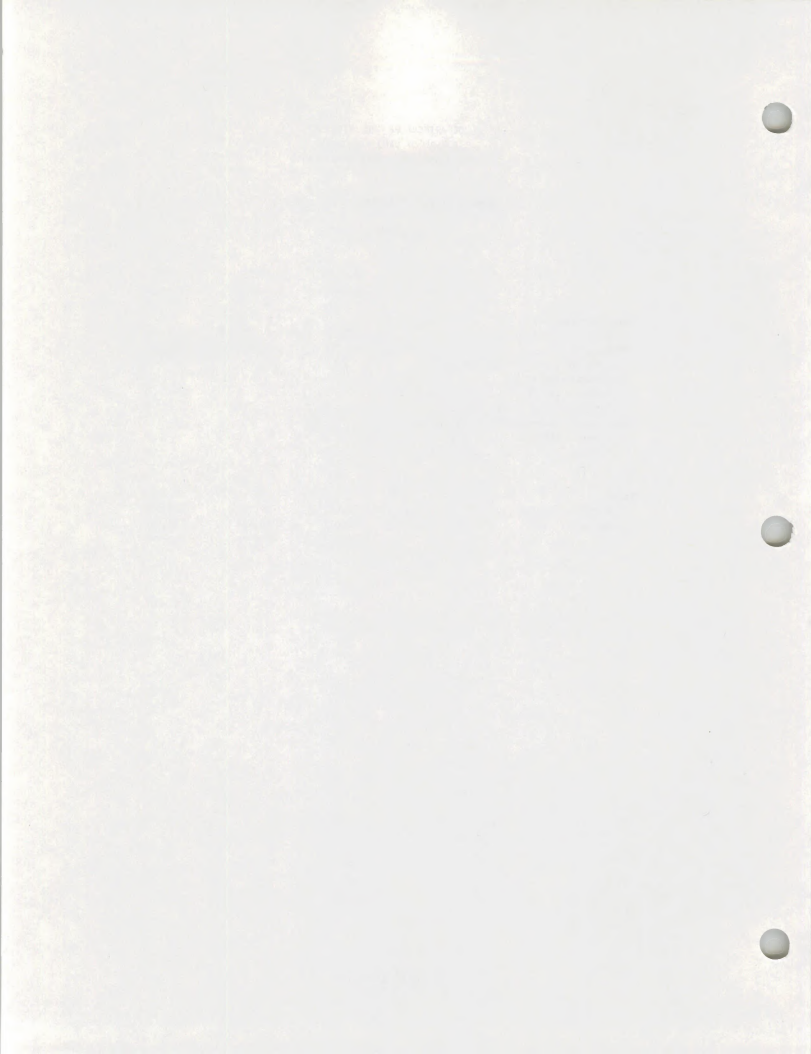
12.1 Personnel benefits.....		8700		8765		65
21.1 Travel and transportation of persons.....		1200		1244		44
22.0 Transportation of things.....		3390		3402		12
23.2 Rental payments to others.....		200		200		0
23.3 Communications, utilities, and miscellaneous charges.....		1160		1050		-110
24.0 Printing and reproduction.....		170		140		-30
25.0 Other services.....		18561		13090		-5471
26.0 Supplies and materials.....		7000		6100		-900
31.0 Equipment.....		3400		3100		-300
32.0 Lands and structures.....		500		500		0
42.0 Insurance claims and indemnities..		25		25		0
	-----	-----	-----	-----	-----	-----
Total Requirements.....		90082		83622		-6460

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	84,032	89,137	83,622
Outlays.....	86,017	96,484	85,056
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	84,032	89,137	83,622
Outlays.....	86,017	96,484	85,056
	=====	=====	=====



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 estimate 93
14-1116-0-1-302			
Program by activities:			
00.01 Western Oregon resources management.....	81,767	84,145	72,714
00.02 Western Oregon information and resource data systems.....	2,362	2,466	2,481
00.03 Western Oregon facilities maintenance.....	6,302	6,320	7,520
00.04 Western Oregon construction and acquisition.....	889	902	907
10.00 Total obligations.....	91,320	93,833	83,622
Financing:			
17.00 Recovery of prior year obligations.....	(456)	---	---
21.40 Unobligated balance available, start of year.....	(15,527)	(8,696)	(4,000)
24.40 Unobligated balance available, end of year.....	8,696	4,000	4,000
39.00 Budget authority	84,032	89,137	83,622
Budget Authority			
40.00 Appropriation.....	84,032	90,274	83,622
40.76 Reduction pursuant to P.L. 102-154.....	---	(1,137)	---
43.00 Appropriation.(total).....	84,032	89,137	83,622
71.00 Total obligations.....	91,320	93,833	83,622
72.40 Obligated balance, start of year.	16,980	21,827	19,176
74.40 Obligated balance, end of year...	(21,827)	(19,176)	(17,742)
78.00 Adjustments in unexpired accounts.....	(456)	---	---
90.00 Outlays.....	86,017	96,484	85,056

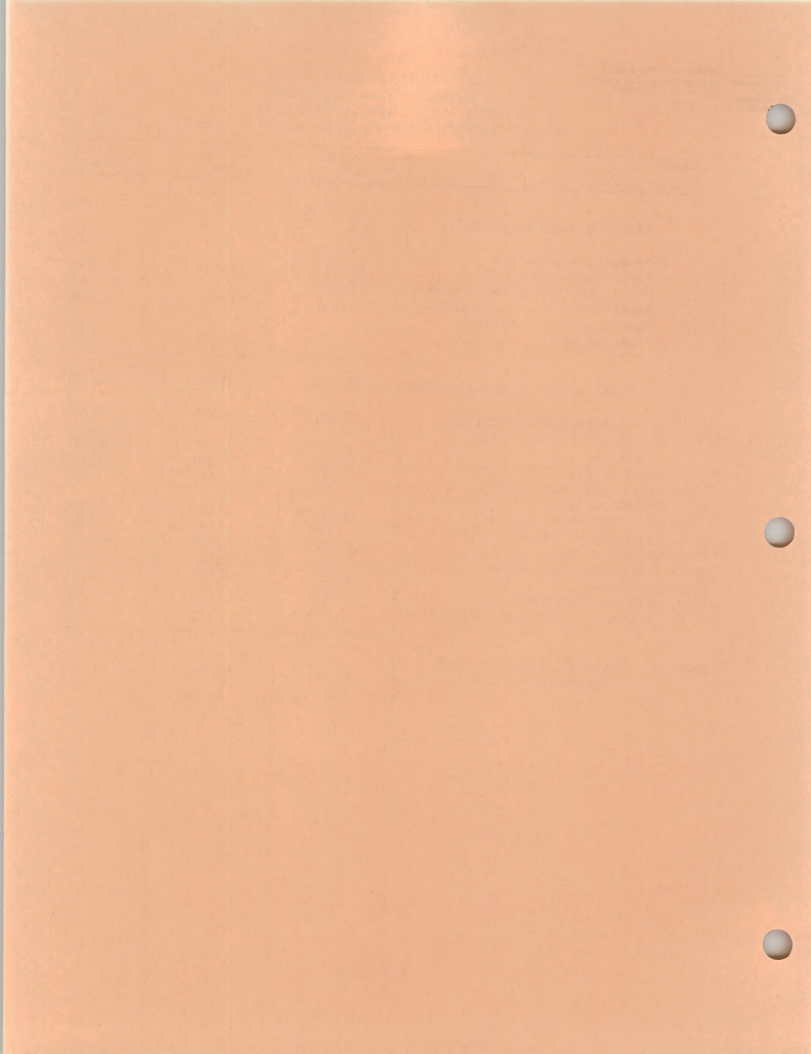


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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
500-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code		19 91 actual	19 92 estimate	19 93 estimate
14-1116-0-1-302				
BUREAU OF LAND MANAGEMENT				
Personnel compensation:				
11.1	Full-time permanent.....	33,377	36,548	38,135
11.3	Other than full-time permanent..	5,340	5,847	6,100
11.5	Other personnel compensation....	1,448	1,585	1,650
11.8	Special personal services payments.....	71	80	89
11.9	Total personnel compensation..	40,236	44,060	45,974
12.1	Civilian personnel benefits.....	7,667	8,395	8,760
21.0	Travel and transportation of persons.....	1,097	1,185	1,239
22.0	Transportation of things.....	3,003	3,240	3,400
23.2	Rental payments to others.....	167	250	200
23.3	Communications, utilities, and miscellaneous charges.....	1,027	1,050	1,050
24.0	Printing and reproduction.....	138	140	140
25.0	Other services.....	26,544	25,938	13,084
26.0	Supplies and materials.....	5,322	6,000	6,100
31.0	Equipment.....	5,530	3,000	3,100
32.0	Land and structures.....	496	500	500
42.0	Insurance claims and indemnities..	14	25	25
99.0	Subtotal, Bureau of Land Management.....	91,241	93,783	83,572



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STANDARD FORM 300
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Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1116-0-1-302			
FEDERAL HIGHWAY ADMINISTRATION			
11.1 Full-time permanent.....	25	32	32
12.1 Civilian personnel benefits.....	4	5	5
21.0 Travel and transportation of persons.....	7	5	5
22.0 Transportation of things.....	4	2	2
25.0 Other services.....	37	6	6
26.0 Supplies and materials.....	2	---	---
99.0 Subtotal, Federal Highway Administration.....	79	50	50
99.9 Total obligations.....	91,320	93,833	83,622
Obligations are distributed as follows:			
Interior--Bureau of Land Management...	91,241	93,783	83,572
Transportation--Federal Highway Administration.....	79	50	50

TO : 1981 0 - 301-26 (5-90)



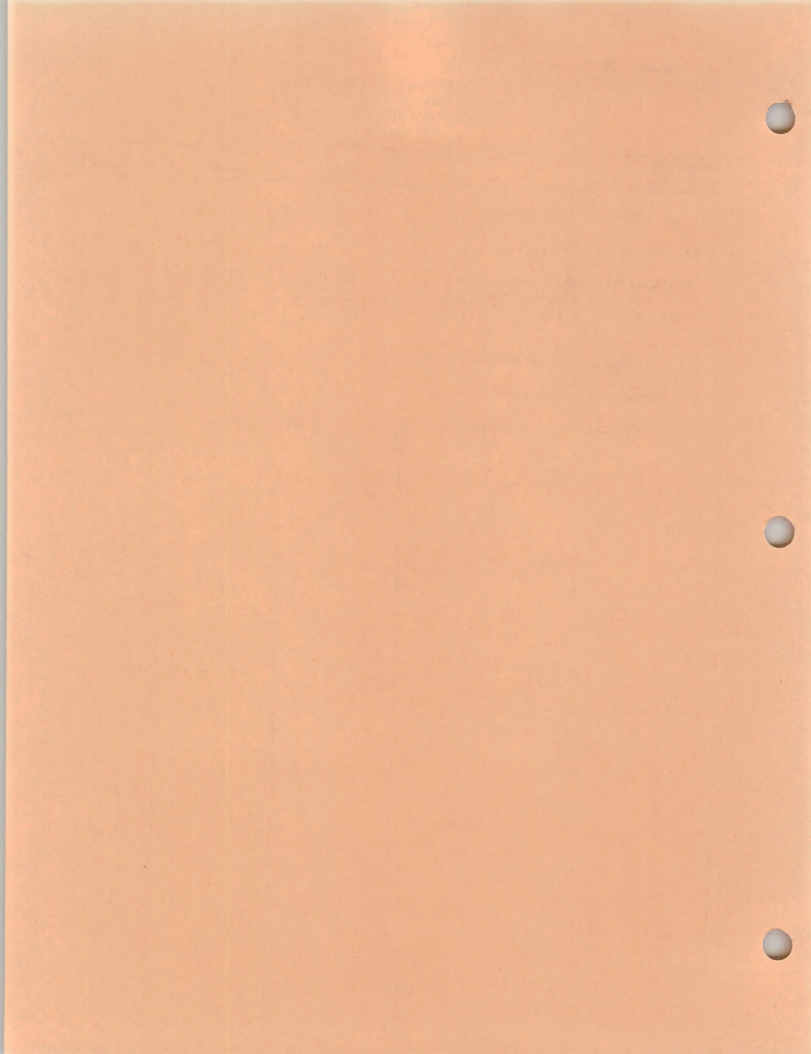
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-1116-0-1-302			
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	1,330	1,398	1,405
Full-time equivalent of overtime and holiday hours.....	33	35	35
FEDERAL HIGHWAY ADMINISTRATION			
Total compensable workyears:			
Full-time equivalent employment.....	2	1	2

10 : 1981 0 - 31-1-2-6 (6.001)



Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from a portion of grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from the Public Land and Bankhead-Jones Farm Tenant Act Land and mineral leasing receipts from the Farm Tenant Act Lands are available for appropriation. When appropriated, these funds are used for planning and constructing physical improvements and for implementing practices or treatments to rehabilitate, protect, and improve the public rangelands.

In 1986, the Secretary of Interior announced a decision to continue using the Public Rangeland Improvement Act (PRIA) formula as identified in Executive Order (E.O.) 12548 to determine fees for domestic livestock grazing on public rangelands. The fee is derived annually by using a base fair market value of livestock grazing on public lands and adjusting it based on current private land lease prices, beef cattle prices and the cost of livestock production. E.O. 12548 provides that the fee shall not be less than \$1.35 per animal unit month (AUM). The final rulemaking on fee calculations was published in the *Federal Register* on February 2, 1988.

The 1993 President's Budget has been prepared based on the assumption that the 1992 grazing fee of \$1.92 per animal unit month (AUM) will continue through 1992 and 1993.

Appropriation Language Sheet

RANGE IMPROVEMENTS

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [\$10,687,000] *\$10,747,000*, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Range Improvements

1. For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on Public Lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseedling, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. Notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.)

43 U.S.C. 1751

43 U.S.C. 1901

43 U.S.C. 1751 as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (43 U.S.C. 315) and the Act of August 28, 1937 (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,

7 U.S.C. 1010

E.O. 10046; 10175; 10234;

10322; 10787; 10890,

30 U.S.C. 355

7 U.S.C. 1010 (the Bankhead-Jones Farm Tenant Act of 1937) provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation, preserving natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that land under the jurisdiction of the Secretary of Agriculture under the provision of Section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands of 1947 shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

4. but not less than [\$10,687,000] \$10,747,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

The Department of the Interior and Related Agencies Appropriations Act, 1992, Public Law 102-154, provides that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

(Dollars thousands)

APPROPRIATION: RANGE IMPROVEMENTS

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	110	10687		
1993 BASE BUDGET.....	110	10687		
Program Changes (Changes to base budget, detailed below).....	0	60		
TOTAL REQUIREMENTS (1993 ESTIMATE).....	110	10747		

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Improvements to Public Lands.....	85	8592	94	9141	94	9141	94	9047	0	-94	0	-94
2. Farm Tenant Act (LU) Lands.....	13	1114	16	946	16	946	16	1100	0	154	0	154
3. Administrative Expenses.....	0	600	0	600	0	600	0	600	0	0	0	0
Total Requirements.....	98	10306	110	10687	110	10687	110	10747	0	60	0	60

Justification of Program and Performance

Appropriation: Range Improvements

(dollars in thousands)

Activity 1/		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Public Land	\$	9,141	9,141	9,047	-94	-94
	(FTE)	(94)	(94)	(94)	(---)	(---)
Farm Tenant	\$	946	946	1,100	+154	+154
Act (L.U.) Land	(FTE)	(16)	(16)	(16)	(---)	(---)
Administrative Expenses	\$	600	600	600	---	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Total	\$	10,687	10,687	10,747	+60	+60
Requirements	(FTE)	(110)	(110)	(110)	(---)	(---)

Authorization

43 U.S.C. 1751

The *Federal Land Policy and Management Act of 1976*, as amended, provides that 50 percent of grazing fees are authorized to be appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands.

30 U.S.C. 355

The *Mineral Leasing Act for Acquired Lands of 1947* provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands . . ."

43 U.S.C. 315

The *Taylor Grazing Act of 1934*, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

1/ Except for the status of the land involved, there is no difference in the program and performance conducted under each activity. Therefore, the entire appropriation is covered with a single narrative justification.

43 U.S.C. 1901-1905

The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands and provides authorization for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

7 U.S.C. 1010, 1012-1013A

The *Farm Tenant Act of 1937 ("Bankhead-Jones Act")* provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

EO 12548

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. It also provides that the fee shall not be less than \$1.35 per animal unit month.

Objective

The objective of the Range Improvements program is to improve the productivity of public rangeland ecosystems for resultant benefits to livestock, wildlife, riparian, and watershed protection through the following activities:

- o Planning, constructing and developing physical improvements specifically called for in resource activity plans for protection or improvement of rangeland conditions;
- o Initiating on-the-ground improvements recommended in new activity plans and giving priority to allotments with riparian areas not meeting management objectives; and
- o Planning, constructing and developing projects to prevent resource damage or relieve conflicts in resource use, and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

Base Program

The 1993 Base level for Range Improvements is \$10,687,000 and 110 FTE. Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

The range improvements program will help the BLM maintain biological diversity on the Public Land. Biological diversity is a concept of management that considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and the landscape in combinations that form the many unique natural communities and variety of ecosystems found in the natural world. Management approaches that enhance protection or maintenance of biodiversity on the Public Land are important to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from these natural communities.

Section 401 of the Federal Land Policy and Management Act (FLPMA) directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current BLM policy provides that all funds will be distributed for use to the districts in the same proportion as grazing receipts are generated within the districts.

The results of land use planning and resource activity planning provide the basis for determining needed improvements. Activity plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area needs, if not identified in activity planning, are incorporated into the priority ranking of projects as well.

As a result of direction provided in the 1992 Interior Appropriations Act, beginning in 1992, range improvement project planning will no longer be accomplished using only Management of Lands and Resources (MLR) appropriation benefiting subactivity funding. One half of project planning costs for range improvements, including investment analysis, will be funded within the Range Improvement appropriation. Prior to passage of the 1992 Interior Appropriations Act, all project planning for range improvements was accomplished with MLR appropriation funds. Prior to this time, Range Improvement funds were used exclusively for the accomplishment of on-the-ground project work and directly associated survey and design and contract administration costs.

Although units of accomplishment at the Base funding level will remain the same as in 1992, there is a reduction from 1991 levels. This is due to the transfer of one-half of the project planning work required to support the development of range improvement projects from the Rangeland Management subactivity of the Management of Lands and Resources appropriation to the Range Improvements appropriation in 1992. The project planning costs in the range improvement account are estimated to be \$1,050,000 in 1992 and 1993.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds to, or directly funding, improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement are responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the rangeland management program in the "Management of Lands and Resources" (MLR) appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for development of on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1993 Base program will provide for the construction of 800 structural developments, and land or vegetative treatments on approximately 60,000 acres. The base program provides \$900,000 in support of riparian-wetland management.

Cooperative efforts between BLM, state and local agencies will provide for the control of noxious weeds at 100 sites on the Public Land. Planned acreages of treatments and weed control usually are affected by weather conditions which result in annual fluctuations in accomplishments. These variations are evident in the acreage of prescribed (controlled) burning which may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year.

Increase from 1993 Base

(dollars in thousands)

	<u>1993</u> <u>Base</u>	<u>1993</u> <u>Estimate</u>	<u>Difference</u>
\$	10,687	10,747	+60
(FTE)	(110)	(110)	(---)

The 1993 Estimate level is an increase of \$60,000.

The total funding available for the 1993 Estimate represents 50 percent of the estimated applicable receipts to be collected during 1992, which are then available for appropriation in 1993 for project planning and development of range improvements.

With the increased funding available, 8 additional structural developments will be completed.

Range Improvement Workload Accomplishment

The planned workload accomplishments for 1991, 1992, and the 1993 Base and Estimate funding levels are as follows:

<u>Workload Measure</u>	1991 <u>Actual</u>	1992 <u>Enacted</u> <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from Base</u>
Structural developments (#)	970	800	800	808	+8
Land/vegetation treatments (Ac)	73,000	60,000	60,000	60,000	---
Weed Control projects (#)	133	100	100	100	---

Distribution of change by object class

The object class detail for the proposed increase of \$60,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Other services		\$60,000
Total		<u>\$60,000</u>

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
-----	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....		3000		3000		0
11.3 Positions other than permanent....		360		360		0
11.5 Other personnel compensation.....		129		129		0
	----	-----	----	-----	----	-----
Total personnel compensation	110	3489	110	3489	0	0
Other Objects						

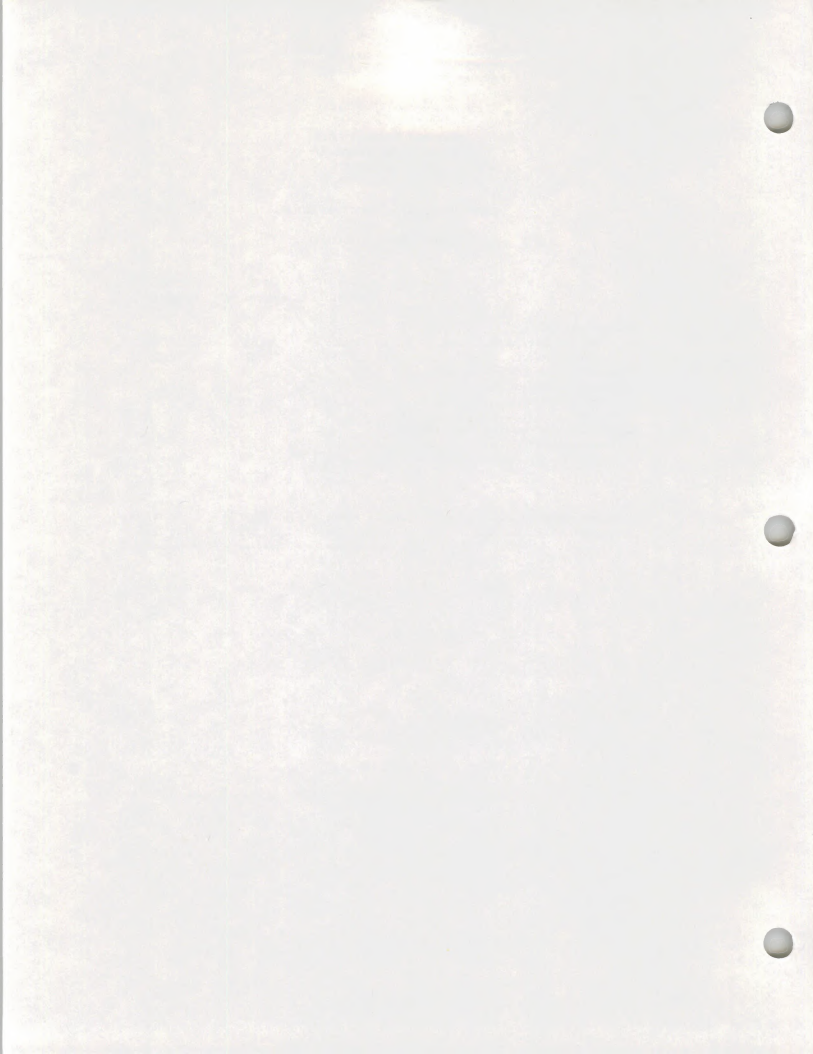
12.1 Personnel benefits.....		601		601		0
21.1 Travel and transportation of persons.....		145		145		0
22.0 Transportation of things.....		852		852		0
23.2 Rental payments to others.....		10		10		0
23.3 Communications, utilities, and miscellaneous charges.....		15		15		0
24.0 Printing and reproduction.....		3		3		0
25.0 Other services.....		1647		1707		60
26.0 Supplies and materials.....		2000		2000		0
31.0 Equipment.....		125		125		0
32.0 Lands and structures.....		1800		1800		0
	----	-----		-----		-----
Total Requirements.....		10687		10747		60

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

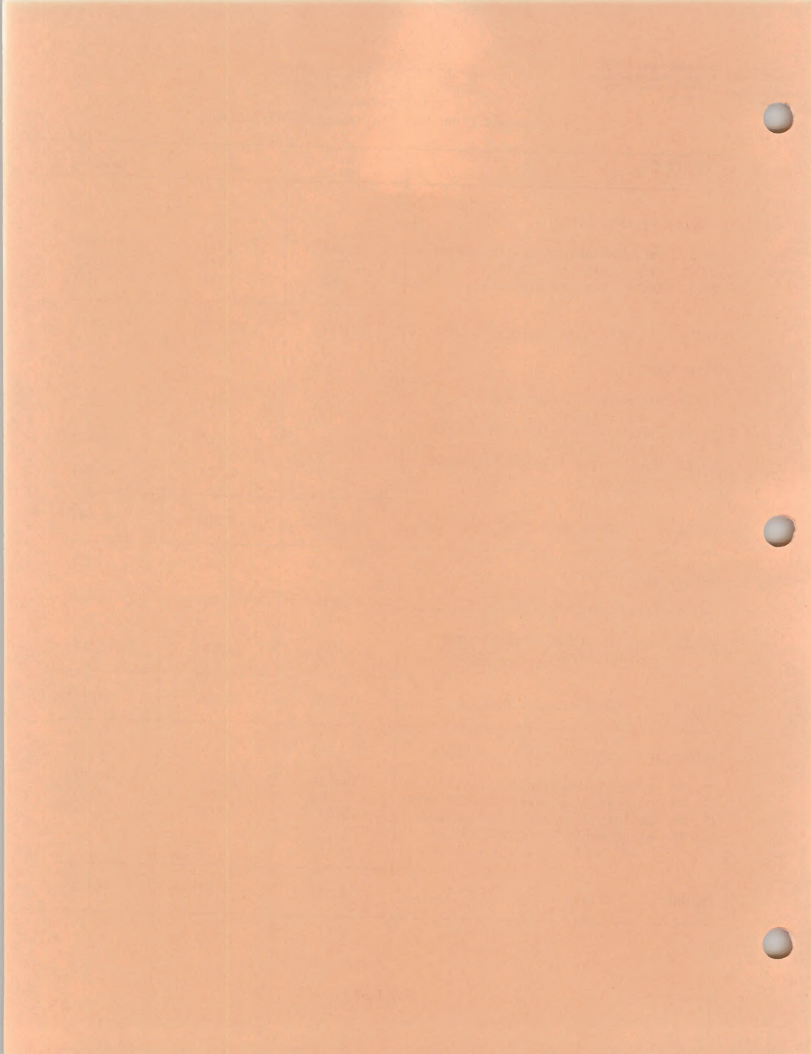
(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	10,306	10,687	10,747
Outlays.....	9,331	11,325	10,725
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	10,306	10,687	10,747
Outlays.....	9,331	11,325	10,725
	=====	=====	=====



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code	91 19 actual	92 19 estimate	93 19 estimate
14-5132-0-2-302			
Program by activities:			
00.01 Improvements to public lands....	8,694	9,141	9,047
00.02 Farm tenant act lands.....	1,230	946	1,100
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	10,524	10,687	10,747
Financing:			
17.00 Recovery of prior year obligations.....	(116)	---	---
21.40 Unobligated balance available, start of year.....	(1,609)	(1,507)	(1,507)
24.40 Unobligated balance available, end of year.....	1,507	1,507	1,507
39.00 Budget authority.....	10,306	10,687	10,747
Budget authority:			
40.05 Appropriation (indefinite).....	531	960	---
40.25 Appropriation (special fund, indefinite).....	9,775	9,727	10,747
43.00 Appropriation (total).....	10,306	10,687	10,747
Relation of obligations to outlays:			
71.00 Total obligations.....	10,524	10,687	10,747
72.40 Obligated balance, start of year	2,008	3,085	2,447
74.40 Obligated balance, end of year..	(3,085)	(2,447)	(2,469)
78.00 Adjustments in unexpired accounts.....	(116)	---	---
90.00 Outlays.....	9,331	11,325	10,725



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5132-0-2-302	19 91 actual	19 92 estimate	19 93 estimate
Unappropriated balance, start of year:			
Treasury balance:.....	7,745	7,816	8,836
Receipts: Grazing fees.....	19,454	21,493	21,362
Transferred to:			
General fund receipts.....	(6,172)	(6,783)	(6,742)
Payments to States from grazing receipts etc., public lands outside of grazing districts.....	(1,275)	(1,380)	(1,371)
Payments to States from grazing receipts etc., public lands within of grazing districts.....	(1,946)	(2,100)	(2,087)
Payments to counties from grazing and mineral leasing receipts from from National Grasslands.....	(333)	(483)	(482)
Total available for appropriation.....	17,473	18,563	19,516
Appropriation	(9,775)	(9,727)	(10,747)
Unobligated balance returned to unappropriated offsetting rec.....	118	---	---
Unappropriated balance, end of year:			
Treasury balance:.....	7,816	8,836	8,769



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5132-0-2-302			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	2,470	2,890	3,000
11.3 Other than full-time permanent..	296	346	360
11.5 Other personnel compensation....	108	124	129
11.9 Total personnel compensation..	2,874	3,360	3,489
12.1 Civilian personnel benefits.....	516	579	601
21.0 Travel and transportation of persons.....	121	140	145
22.0 Transportation of things.....	752	820	852
23.2 Rental payments to others.....	2	10	10
23.3 Communications, utilities, and miscellaneous charges.....	16	12	15
24.0 Printing and reproduction.....	1	3	3
25.0 Other services.....	2,084	1,643	1,707
26.0 Supplies and materials.....	2,367	2,000	2,000
31.0 Equipment.....	122	120	125
32.0 Land and structures.....	1,669	2,000	1,800
99.9 Total, obligations.....	10,524	10,687	10,747



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5132-0-2-302			
Total compensable workyears:			
Full-time equivalent employment.....	98	110	110
Full-time equivalent of overtime and holiday hours.....	2	2	2



Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

This appropriation finances BLM's costs of performing specific actions initiated by applicants from deposits of money or service charges collected from the applicant, and makes these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally initiated applications and ensures the immediate availability of funds for public demand work, such as rights-of-way processing and copying official records. Flexibility and fund availability are particularly important, given the unpredictability of the level of demand, timing, and other factors associated with these actions.

Funds are expected to be deposited for the processing of rights-of-way (ROW) applications and the monitoring of construction and operations for about 75 major rights-of-way projects including oil and gas pipelines; electric and other transmission lines; power plants; and water delivery systems. BLM costs of processing and monitoring small ROW projects are included in this appropriation and recovered through a fee schedule.

In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning with deposits received from timber contractors, and the costs of production, research time, and administrative services involved in providing copies of official public land records and documents requested by the public.

Appropriation Language Sheet

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public land and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(43 U.S.C. 1719, 1734, 1735, 1737, and 1764; 30 U.S.C. 185; 43 U.S.C. 1652(c), Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public land and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public land administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

- 43 U.S.C. 1719(b)
- 43 U.S.C. 1734(a)
- 43 U.S.C. 1734(b)
- 43 U.S.C. 1735(a)
- 43 U.S.C. 1737
- 43 U.S.C. 1764(g)
- 30 U.S.C. 185(l)
- 43 U.S.C. 1652(c)

43 U.S.C. 1719(b) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the Public Land.

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys shall be deposited with the Treasury in a special account and are authorized to be appropriated and made available until expended.

43 U.S.C. 1735(a) (FLPMA Section 305(a)) provides that any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary, or in contract involving present or potential damage to the Public Land, shall be credited to a separate account in the Treasury and is authorized to be appropriated and made available until expended.

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes.

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way; inspecting and monitoring construction and operations; and terminating the facility pursuant to the right-of-way.

30 U.S.C. 185(1) states that the applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application, and the holder of a right-of-way or permit shall reimburse the United States for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way.

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SERVICE CHARGES, DEPOSITS, AND FORFEITURES (INDEFINITE)

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	105	7899		
1993 BASE BUDGET.....	105	7899	1/	
Program Changes (Changes to base budget, detailed below)....	0	101		
TOTAL REQUIREMENTS (1993 ESTIMATE).....	105	8000	1/	

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Rights-of-Way Processing.....	44	3441	44	3271	44	3271	44	3300	0	29	0	29
Adopt-a-Horse Program.....	0	556	0	494	0	494	0	500	0	6	0	6
Repair of Damaged Lands.....	14	1455	14	1283	14	1283	14	1300	0	17	0	17
Cost Recoverable Realty Cases.....	6	330	6	99	6	99	6	100	0	1	0	1
Timber Contract Expenses.....	13	797	13	975	13	975	13	1000	0	25	0	25
Copy Fees.....	28	1684	28	1777	28	1777	28	1800	0	23	0	23
Total Requirements.....	105	8263	105	7899	105	7899	105	8000	0	101	0	101

1/ This is an indefinite appropriation based upon receipts actually collected during the fiscal year.

Actual Budget Authority will depend upon the level of receipts actually collected for each program activity.

Justification of Program and Performance

Activity: Rights-of-Way Processing

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	3,271	3,271	3,300	+29	+29
(FTE)	(44)	(44)	(44)	(---)	(---)

Authorization

- 43 U.S.C. 1734, 1764 The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and deposits to finance the costs of certain rights-of-way application and permitting activities.
- 30 U.S.C. 185 The *Mineral Leasing Act of 1920*, as amended by the *Trans-Alaska Pipeline Act of 1973*, Section 101, authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
- 15 U.S.C. 719 The *Alaska Natural Gas Transportation Act of 1976* authorizes the granting of certificates, rights-of-way permits, and leases.
- 42 U.S.C. 4321,
4331-4335,
4341-4347 The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of the rights-of-way processing activity are to:

- o Facilitate production and transportation of domestic energy resources;
- o Expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs on the Public Land as authorized by the Federal Land Policy and Management Act and the 1973 amendment to the Mineral Leasing Act of 1920.
- o Maintain the more than 100,000 existing authorizations by determining and collecting proper rentals; processing amendments, relinquishments, and relocations; and ensuring compliance with the terms and conditions of the authorization.

Base Program

The 1993 Base level for ROW processing is \$3,271,000 and 44 FTE.

The BLM total ROW program effort is funded through a combination of applicant deposits made into this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation, lands, realty and rights-of-way management subactivity.

BLM obtains deposits of funds from ROW applicants and grant holders prior to processing the application. The amount of the deposit is set either by a schedule or is based on actual costs, depending on the type and size of the project. For FLPMA cases, all reasonable costs are collected for cases where costs are expected to exceed \$1,500. For Mineral Leasing Act (MLA) authorizations, actual costs are collected on cases where the processing costs are expected to be \$5,000 or more. Under both authorities, a standard fee schedule is used for smaller cases. For major projects, the funds collected are available directly to the office processing the application. For smaller projects, those where the fees are collected based on a standard fee schedule, the funds are provided to the offices through the regular budget allocation process. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1993, BLM efforts to process an estimated 1,900 cost recovery cases will be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision. Work performed on these cases is funded entirely from the MLR appropriation. Only a portion of the processing costs for the FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in Section 304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Increase from 1993 Base

(dollars in thousands)

	1992 Base	1992 Estimate	Difference
\$	3,271	3,300	+29
FTE	(44)	(44)	(---

The 1993 Estimate is an increase of \$29,000. This increase is a technical adjustment to restore funding to the anticipated level of 1993 collections from a level that was reduced by the across-the-board adjustment included in the 1992 Interior Appropriations Act.

Distribution of change by object class

The object class detail for the increase of \$29,000 is as follows:

	FTE	Amount
Other services		\$29,000

Justification of Program and Performance

Activity: Adopt-a-Horse Program

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 Base	1993 Estimate	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	494	494	500	+6	+6
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1732, 1734 *The Federal Land Policy and Management Act of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.*

16 U.S.C. 1331-1340 *The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.*

43 U.S.C. 1901-1908 *The Public Rangelands Improvement Act of 1978 establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.*

Objectives

The objectives of the adopt-a-horse program are to:

- o Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- o Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

Base Program

The 1993 Base level for the adopt-a-horse program expenses is \$494,000.

BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account are immediately appropriated, and become available for use by the BLM to conduct the program. These funds are used primarily to cover transportation costs to facilitate the adoption of excess animals at BLM preparation facilities, prison training facilities, and adoption centers.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	494	500	+6
(FTE)	(---)	(---)	(---)

The 1993 Estimate level is an increase of \$6,000 to provide funding at the anticipated level of 1993 collections.

The \$6,000 increase will be used to transport animals among preparation, training, and adoption facilities.

Distribution of Change by Object Class

The object class detail for the proposed increase of \$6,000 is as follows:

	FTE	Amount
Transportation of things		\$6,000

Justification of Program and Performance

Activity: Repair of Damaged Lands

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 Base	1993 Estimate	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	1,283 (14)	1,283 (14)	1,300 (14)	+17 (---)	+17 (---)

Authorization

43 U.S.C. 1735

The *Federal Land Policy and Management Act of 1976 (Section 305)* authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures."

Objectives

The objectives of this activity are to:

- o Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- o Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- o Rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

Base Program

The 1993 Base level for repair of damaged land and facilities from new collections is \$1,283,000 and 14 FTE.

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By legislative amendment, the funds are available to be expended to improve, protect or rehabilitate any damaged Public Land when the amount collected is in excess of the amount needed to repair damage to the exact land for which funds were forfeited or collected.

Increase from 1993 Base

(dollars in thousands)

	1992 <u>Base</u>	1992 <u>Estimate</u>	<u>Difference</u>
\$	1,283	1,300	+17
(FTE)	(14)	(14)	(---

The 1993 Estimate is an increase of \$17,000. This increase is a technical adjustment to restore funding to the anticipated level of 1993 collections from a level that was reduced by the across-the-board adjustment included in the 1992 Interior Appropriations Act.

Distribution of change by object class

The object class detail for the increase of \$17,000 is as follows:

	FTE	Amount
Other services		\$17,000

Justification of Program and Performance

Activity: Cost Recoverable Realty Cases

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	99	99	100	+1	+1
(FTE)	(6)	(6)	(6)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732,
1745, 1746

The *Federal Land Policy and Management Act of 1976* authorizes collecting service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of the cost recoverable realty cases program is to:

- o Process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

Base Program

The 1993 Base level for the cost recoverable realty program is \$99,000 and 6 FTE.

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the BLM in advance for performance of specified work. When deposited into this account, the fees are immediately appropriated, and become available for use by BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land; evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed; and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application; monitoring construction, operation, and maintenance of authorized facilities; and monitoring rehabilitation and restoration of the land.

Increase from 1993 Base

(dollars in thousands)

	1992 <u>Base</u>	1992 <u>Estimate</u>	<u>Difference</u>
\$	99	100	+1
FTE	(6)	(6)	(---)

The 1993 Estimate is an increase of \$1,000. This incremental increase is a technical adjustment to restore funding to the anticipated level of 1993 collections from a level that was reduced by the across-the-board adjustment included in the 1992 Interior Appropriations Act.

Distribution of change by object class

The object class detail for the increase of \$1,000 is as follows:

	FTE	Amount
Other services		\$1,000

Justification of Program and Performance

Activity: Timber Contract Expenses

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	975	975	1,000	25	25
(FTE)	(13)	(13)	(13)	(---)	(---)

Authorization

43 U.S.C. 1734 The *Federal Land Policy and Management Act of 1976* authorizes the collection of service charges to finance the costs of certain applicant activities.

Objective

The objective of this program is to:

- o Provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment to the BLM in lieu of performing the work directly.

Base Program

The 1993 Base level estimated to be available for timber contract expenses is \$975,000 and 13 FTE.

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses the funds deposited to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. However, a small amount of slash disposal is also being accomplished on Public Domain forested lands. It is estimated that funding from this appropriation will support slash disposal on approximately 3,000 acres. A description of the total western Oregon slash disposal program can be found in the reforestation and forest development subactivity of the O&C Appropriation.

Increase from Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	975	1,000	+25
(FTE)	(13)	(13)	(---)

The 1993 Estimate is an increase of \$25,000. The increase is a technical adjustment to restore funding to the anticipated level of 1993 collections from a level that was reduced by an across-the-board adjustment included in the 1992 Interior Appropriations Act.

Justification of Program and Performance

Activity: Copy Fees

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	1,777 (28)	1,777 (28)	1,800 (28)	+23 (---)	+23 (---)

Authorization

43 U.S.C. 1732, 1734 *The Federal Land Policy and Management Act of 1976*
authorizes the collection of service charges to
finance the costs of certain activities.

Objective

The objective of the copy fees program is to:

- o Cover the costs of providing copies of BLM documents to industry, user organizations and the general public.

Base Program

The 1993 Base level for the copy fees program is \$1,777,000 and 28 FTE.

The BLM is the custodian of the official Public Land records of the United States. Some of these records date back to the very beginning of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages, and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1993, the BLM expects to provide over 4 million copies of official records and associated documents and expects to collect an estimated \$1,800,000 in copy fees. The increased emphasis on using the Automated Land and Mineral Records System for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Increase from 1993 Base

(dollars in thousands)

	<u>1992 Base</u>	<u>1992 Estimate</u>	<u>Difference</u>
\$	1,777	1,800	+23
FTE	(28)	(28)	(---)

The 1993 Estimate is an increase of \$23,000. This increase is a technical adjustment to restore funding to the anticipated level of 1993 collections from a level that was reduced by the across-the-board adjustment included in the 1992 Interior Appropriations Act.

Distribution of change by object class

The object class detail for the increase of \$23,000 is as follows:

	<u>FTE</u>	<u>Amount</u>
Supplies and materials		\$23,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits,
and Forfeitures

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount
11. Personnel compensation:						
11.1 Permanent positions.....		3419		3419		0
11.3 Positions other than permanent....		261		261		0
11.5 Other personnel compensation.....		229		229		0
11.8 Special personal services comp....		34		34		0
Total personnel compensation	105	3943	105	3943	0	0
Other Objects						
12.1 Personnel benefits.....		775		775		0
21.1 Travel and transportation of persons.....		225		225		0
22.0 Transportation of things.....		569		575		6
23.2 Rental payments to others.....		45		45		0
23.3 Communications, utilities, and miscellaneous charges.....		30		30		0
24.0 Printing and reproduction.....		280		280		0
25.0 Other services.....		1095		1167		72
26.0 Supplies and materials.....		452		475		23
31.0 Equipment.....		385		385		0
32.0 Lands and structures.....		100		100		0
Total Requirements.....		7899		8000		101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	8,263	7,899	8,000
Outlays.....	9,170	11,848	7,950
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	8,263	7,899	8,000
Outlays.....	9,170	11,848	7,950
	=====	=====	=====

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Unavailable Collections (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5017-0-2-302			
01.00 Balance, start of year.....	---	---	101
06.20 Reduction pursuant to P.L. 99-177.....	---	101	---
07.00 Balance, end of year.....	---	101	101



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-5017-0-2-302			
Program by activities:			
00.01 Rights-of-way processing.....	4,741	3,300	3,300
00.02 Adopt-a-horse program.....	452	750	500
00.03 Repair of damaged lands and facilities.....	1,658	2,300	1,300
00.04 Cost recoverable realty cases...	386	350	100
00.05 Timber contract expenses.....	1,075	1,500	1,000
00.06 Copy fees.....	1,425	2,800	1,800
10.00 Total obligations.....	9,737	11,000	8,000
Financing:			
17.00 Recovery of prior year obligations.....	(23)	---	---
21.40 Unobligated balance available, start of year.....	(7,495)	(6,044)	(2,943)
24.40 Unobligated balance available, end of year.....	6,044	2,943	2,943
39.00 Budget authority.....	8,263	7,899	8,000
Budget authority:			
40.25 Budget authority (special fund, indefinite).....	8,263	8,000	8,000
40.76 Reduction pursuant to P.L. 102-154.....	---	(101)	---
43.00 Appropriation (total).....	8,263	7,899	8,000
Relation of obligations to outlays:			
71.00 Total obligations.....	9,737	11,000	8,000
72.40 Obligated balance, start of year	1,311	1,855	1,007
74.40 Obligated balance, end of year..	(1,855)	(1,007)	(1,057)
78.00 Adjustments in unexpired accounts.....	(23)	---	---
90.00 Outlays.....	9,170	11,848	7,950



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Object Classification (in thousands of dollars)		19 91 actual	19 92 estimate	19 93 estimate
Identification code				
14-5017-0-2-302				
Personnel compensation:				
11.1	Full-time permanent.....	3,898	3,278	3,419
11.3	Other than full-time permanent..	298	251	261
11.5	Other personnel compensation...	263	220	229
11.8	Special personnel services payments.....	35	31	34
11.9	Total personnel compensation..	4,494	3,780	3,943
12.1	Civilian personnel benefits.....	971	744	775
21.0	Travel and transportation of persons.....	205	215	225
22.0	Transportation of things.....	527	550	575
23.2	Rental payments to others.....	41	45	45
23.3	Communications, utilities, and miscellaneous charges.....	28	30	30
24.0	Printing and reproduction.....	267	275	280
25.0	Other services.....	2,346	3,881	1,167
26.0	Supplies and materials.....	451	1,000	475
31.0	Equipment.....	366	380	385
32.0	Land and structures.....	41	100	100
99.9	Total obligations.....	9,737	11,000	8,000



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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-5017-0-2-302			
Total compensable workyears:			
Full-time equivalent employment.....	105	105	105
Full-time equivalent of overtime and holiday hours.....	5	5	5



Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds (Indefinite)

This account includes the following:

Current Appropriations - Land and Resource Management Trust Fund - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals and surveys of omitted lands.

Permanent Appropriations - Contributions are received for rangeland improvements, public surveys and other purposes. This account includes **Trustee Funds, Alaska Townsites**, which are monies derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, 1737; 31 U.S.C. 1321; 48 Stat. 1224-36, Department of the Interior and Related Agencies Appropriations Act, 1992.)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321(a) (47), (48)
48 Stat. 1224-36
P.L. 102-154

43 U.S.C. 315h, 315i, provisions of the Taylor Grazing Act of 1934, as amended, provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

43 U.S.C. 355, repealed by the Federal Land Policy and Management Act of 1976 (FLPMA), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses.

43 U.S.C. 1721(b), Section 211(b) of FLPMA, provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c), Section 307(c) of FLPMA, provides for funds to be contributed to BLM for: 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals, to be placed in a separate account in the Treasury and to be available until expended.

31 U.S.C. 1321(a) (47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Public Law 102-154, Department of the Interior and Related Agencies Appropriations Act, 1992, provides the current appropriation of FLPMA-authorized contributions, and makes funds available until expended.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: MISCELLANEOUS TRUST FUNDS (Indefinite)

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	88	8886		
1993 BASE BUDGET.....	88	8886		
Program Changes (Changes to base budget, detailed below).....	0	95		
TOTAL REQUIREMENTS (1993 ESTIMATE).....	88	8981		

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Land and Resource Management												
a. Current.....	68	4869	68	7285	68	7285	68	7380	0	95	0	95
b. Permanent.....	20	1619	20	1600	20	1600	20	1600	0	0	0	0
2. Trustee, Alaska Townsites (Permanent)	0	0	0	1	0	1	0	1	0	0	0	0
Total Requirements.....	88	6488	88	8886	88	8886	88	8981	0	95	0	95

Justification of Program and Performance

Activity: Land and Resource Management Trust Fund

(dollars in thousands)

Program Element	1991 Actual	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
Current						
\$ (FTE)	4,869 (68)	7,285 (68)	7,285 (68)	7,380 (68)	+95 (---)	+95 (---)
Permanent						
\$ (FTE)	1,619 (20)	1,601 (20)	1,601 (20)	1,601 (20)	--- (---)	--- (---)
Total Requirements						
\$ (FTE)	6,488 (88)	8,886 (88)	8,886 (88)	8,981 (88)	+95 (---)	+95 (---)

Authorization

43 U.S.C. 1721, 1737

The *Federal Land Policy and Management Act of 1976* provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.

CURRENT

Objectives

The objective of the BLM Land and Resource Management Trust Fund program is to:

- o Provide for resource development, protection and management through the use of money and services contributed to the BLM from non-Federal sources for the management and improvement of the Public Land.

Base Program

The 1993 Base funding level for the current appropriation part of the land and resource management trust fund program is estimated to be \$7,285,000 and 68 FTE. This program provides for performance of certain conservation practices, cadastral surveys, and administrative actions by the BLM, financed by contributions and donations of money from private individuals, companies, user organizations, state government agencies, and other non-Federal entities.

Contributions must be received and deposited with the BLM before work begins on a project, and any monies remaining after completion of the project are returned to the contributor if the contributor so desires. In recent years, contributions for resource development, protection and management have included such diverse projects as improvement and development of boat ramps and waterway access, wildlife research and habitat improvements, off-highway vehicle (OHV) projects, recreation area maintenance, and protection of endangered species.

Included in the 1993 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") fund, used by BLM for the development, maintenance and operation of benefitting projects on BLM-administered Public Land in the State of California. Beginning in 1991, the program also included funds contributed by State government wildlife agencies under the provisions of the Sikes Act and used by BLM for conservation, restoration and management and improvement of wildlife species and their habitat.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	7,285	7,380	+95
(FTE)	(68)	(68)	(---)

The 1993 Estimate is an increase of \$95,000.

The increase is based on the expectation that the amount of contributions received by the BLM will continue to grow at the current rate. With the BLM's emphasis on increasing private sector partnerships and contributions, there has been an upward trend in contributed funds received over the past several years. Additional contributions are expected for general resource development projects under the authority of FLPMA, California Off-Highway Vehicle (OHV) projects, and Sikes Act wildlife habitat improvement projects in New Mexico.

Examples of projects which may be funded include: environmental education efforts including contributions toward BLM's "Heritage Education" initiative; field inventories and research; operation and maintenance of facilities used by OHV enthusiasts; private sector participation in BLM's "Back Country Byways" program; preparation and distribution of information on OHV closures and safety; erosion control and watershed improvements; installation of barriers and signs to protect fragile areas; development of water sources for wildlife; vegetation manipulation to improve wildlife habitat; and many others.

Distribution of change by object class

The object class detail for the increase of \$95,000 is as follows:

	FTE	Amount
Travel and transportation of persons		\$ 10,000
Transportation of things		10,000
Other services		40,000
Supplies and materials		30,000
Equipment		<u>5,000</u>
Total		+95,000

PERMANENT MISCELLANEOUS TRUST FUNDS

1993 Program

The 1993 program level for permanent authorities of the Land and Resource Management Trust Fund is estimated to be \$1,601,000 and 20 FTE.

Acceptance of contributions is authorized by the Taylor Grazing Act (43 U.S.C. 315h and 315i) for rangeland improvements, and by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a), for public surveys; and these contributions are permanently appropriated as trust funds to the Secretary for such uses as specified by those Acts. No change in the level of these contributions is anticipated for 1993.

Alaska Townsite Program - The Act of March 3, 1891, Section 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by The Federal Land Policy and Management Act of 1976 (FLPMA). The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA. Alaska town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.)

Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low. Anticipated levels for the Alaska townsites program trust funds are estimated to be \$1,000.

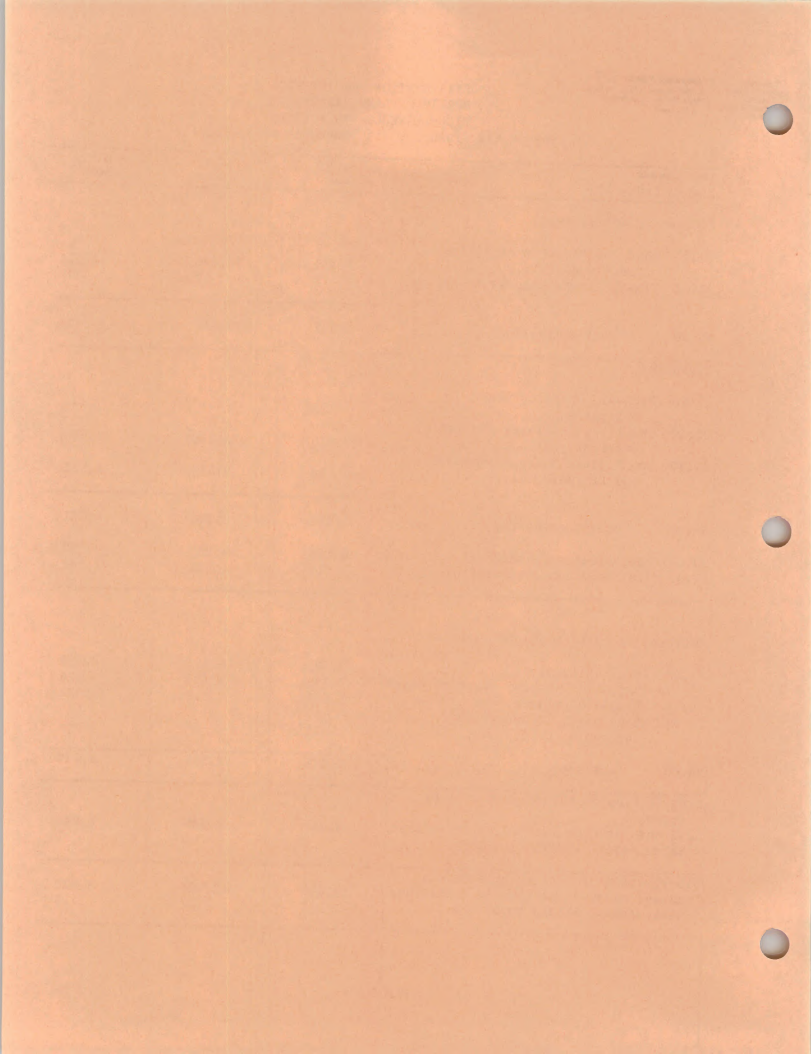
Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....		2038		2038		0
11.3 Positions other than permanent....		486		486		0
11.5 Other personnel compensation.....		152		152		0
11.8 Special personal services comp....		6		6		0
Total personnel compensation	88	2682	88	2682	0	0
Other Objects						
12.1 Personnel benefits.....		370		370		0
21.1 Travel and transportation of persons.....		220		230		10
22.0 Transportation of things.....		220		230		10
23.2 Rental payments to others.....		50		50		0
23.3 Communications, utilities, and miscellaneous charges.....		105		105		0
24.0 Printing and reproduction.....		35		35		0
25.0 Other services.....		3029		3069		40
26.0 Supplies and materials.....		700		730		30
31.0 Equipment.....		175		180		5
32.0 Lands and structures.....		1300		1300		0
Total Requirements.....		8886		8981		95

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9971-0-7-302			
Program by activities:			
00.01 Land and resource management trust fund.....	7,379	12,876	8,971
00.02 Trustee funds, Alaska townsites.	12	10	10
10.00 Total obligations.....	7,391	12,886	8,981
Financing:			
17.00 Recovery of prior year obligations.....	(22)	---	---
21.40 Unobligated balance available, start of year.....	(7,410)	(6,528)	(2,528)
24.40 Unobligated balance available, end of year.....	6,528	2,528	2,528
39.00 Budget authority.....	6,488	8,886	8,981
40.05 Appropriation (indefinite).....	4,869	7,285	7,380
60.05 Appropriation (indefinite).....	1,619	1,601	1,601
Relation of obligations to outlays:			
71.00 Total obligations.....	7,392	12,886	8,981
72.40 Obligated balance, start of year	2,395	1,494	1,826
74.40 Obligated balance, end of year..	(1,494)	(1,826)	(1,873)
78.00 Adjustments in unexpired accounts.....	(22)	---	---
90.00 Outlays.....	8,271	12,554	8,934
Distribution of budget authority by account:			
Land and resource management trust fund	6,487	8,885	8,980
Trustee funds, Alaska townsites.....	1	1	1
Distribution of outlays by account:			
Land and resource management trust fund	8,260	12,554	8,924
Trustee funds, Alaska townsites.....	11	10	10



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**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS**

Program and Financing (in thousands of dollars)

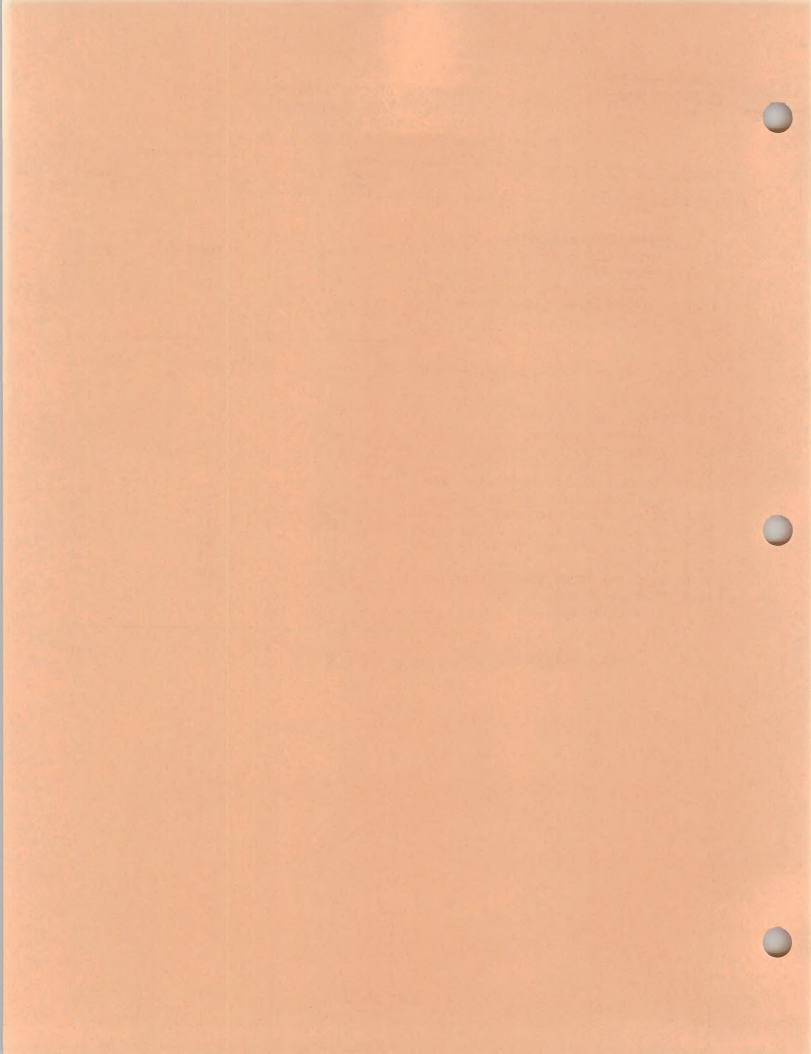
Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9971-0-7-302			
Program by activities:			
00.01 Land and resource management trust fund.....	7,379 12	12,876 10	8,971 10
00.02 Trustee funds, Alaska townsites.			
10.00 Total obligations.....	7,391	12,886	8,981
Financing:			
17.00 Recovery of prior year obligations.....	(22)	---	---
21.40 Unobligated balance available, start of year.....	(7,410)	(6,528)	(2,528)
24.40 Unobligated balance available, end of year.....	6,528	2,528	2,528
39.00 Budget authority.....	6,488	8,886	8,981
40.05 Appropriation (indefinite).....	4,869	7,285	7,380
60.05 Appropriation (indefinite).....	1,619	1,601	1,601
Relation of obligations to outlays:			
71.00 Total obligations.....	7,392	12,886	8,981
72.40 Obligated balance, start of year	2,395	1,494	1,826
74.40 Obligated balance, end of year..	(1,494)	(1,826)	(1,873)
78.00 Adjustments in unexpired accounts.....	(22)	---	---
90.00 Outlays.....	8,271	12,554	8,934
Distribution of budget authority by account:			
Land and resource management trust fund	6,487	8,885	8,980
Trustee funds, Alaska townsites.....	1	1	1
Distribution of outlays by account:			
Land and resource management trust fund	8,270	12,553	8,933
Trustee funds, Alaska townsites.....	1	1	1



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9971-0-7-302			
Personnel compensation:			
11.1 Full-time permanent.....	1,886	1,964	2,038
11.3 Other than full-time permanent..	451	469	486
11.5 Other personnel compensation....	141	147	152
11.8 Special personnel services payments.....	2	4	6
11.9 Total personnel compensation..	2,480	2,584	2,682
12.1 Civilian personnel benefits.....	450	357	370
21.0 Travel and transportation of persons.....	208	220	230
22.0 Transportation of things.....	208	220	230
23.2 Rental payments to others.....	49	50	50
23.3 Communications, utilities, and miscellaneous charges.....	105	105	105
24.0 Printing and reproduction.....	32	35	35
25.0 Other services.....	1,804	5,440	3,069
26.0 Supplies and materials.....	623	700	730
31.0 Equipment.....	162	175	180
32.0 Land and structures.....	1,260	3,000	1,300
41.0 Grants, subsidies, and contributions.....	10	---	---
99.9 Total obligations.....	7,391	12,886	8,981

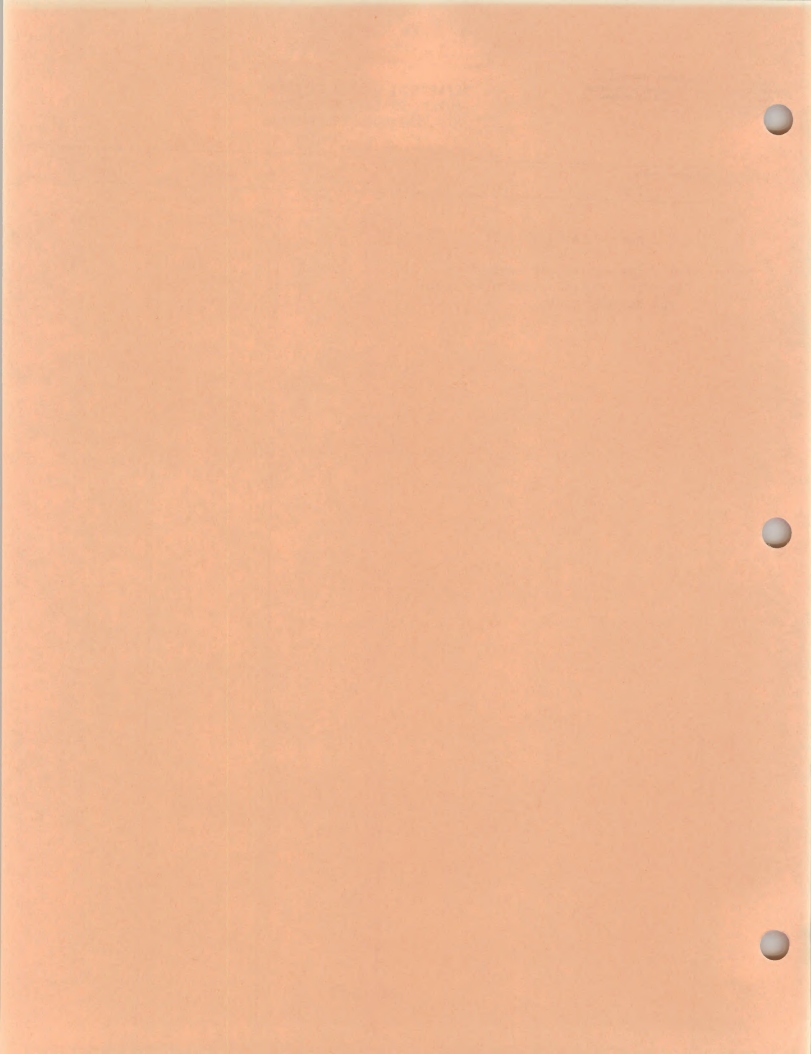


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STANDARD FORM 300
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9971-0-7-302			
Total compensable workyears:			
Full-time equivalent employment.....	88	88	88
Full-time equivalent of overtime and holiday hours.....	3	3	3



Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals (Permanent)

This account was established to identify the budgetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for the acquisition of non-Federal land or of mineral interests in any areas specifically authorized or directed by an Act of Congress.

The major activities covered by this account are the following:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-476 as amended by Section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Northern Cheyenne Indian Reservation. Section 3 of P.L. 96-401 provides for cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements to compensate lessees and permittees for the cancellation of their leases or permits. Compensation is to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both. Bidding rights have been issued in the Peabody Coal Company, Garfield County Exploration Company/Oil Shale Syndicate, and Consolidation Coal Company settlements. The bidding rights granted did not accrue interest. No further settlements under P.L. 96-401 remain to be completed.

This is permanent authority not requiring current Congressional action.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SPECIAL ACQUISITION OF LANDS AND MINERALS

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	0	0		
1993 BASE BUDGET.....	0	0		
Program Changes (Changes to base budget, detailed below).....	0	0		
TOTAL REQUIREMENTS (1993 Estimate).....	0	0		

Comparison by activities/ subactivities	1991 ACTUAL		1992 ENACTED		1993 BASE		1993 ESTIMATE		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Special Acquisition of Lands and Minerals.	0	56	0	0	0	0	0	0	0	0	0	0

Justification of Program and Performance

Activity: Special Acquisition of Lands and Minerals (Permanent)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

- 16 U.S.C. 460 11-3 Section 4 of the *Rattlesnake Recreation Area and Wilderness Act of 1980* authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.
- 16 U.S.C. 460 11-3 Section 7 of the *Lee Metcalf Wilderness and Management Act of 1983*, as amended, provides that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.
- P.L. 96-401 Section 3 of "*An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation*," provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

Objective

The objective of this program is to:

- o Account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights by the Federal government.

1993 Program

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the *Federal Register*, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended.

Bidding rights may be assigned to any entity in minimum amounts of \$100,000.

Northern Cheyenne Indian Reservation

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about \$3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. On April 25, 1989, BLM issued bidding rights of \$4,977,955 to Garfield County Exploration Company and Shale Oil Syndicate, Inc., for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of \$892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest.

The certificates of bidding rights provide that the bidding rights granted may be used as monetary credits against bonus payments paid under the Mineral Leasing Act of 1920, as amended (31 U.S.C. 191), for any Federal coal lease won at competitive sales, by the parties to whom the certificates were issued or their successors and assigns.

All rights granted to Peabody Company shall continue until fully used, or if not fully used, not later than September 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used. The bidding rights may be assigned in minimum amounts of \$100,000.

Summary

The account represents only interest adjustments to unexercised bidding rights for Rattlesnake NRA and Wilderness Area at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

As of August 30, 1991, the value of the total outstanding unused bidding rights was \$5,870,442. As of 1991 all of the bidding rights that incurred interest have been used. Therefore, since the amount historically carried in this account represented only estimated interest, the amount estimated for 1992 and beyond is zero.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

	1991 Actual	1992 Enacted	1993 Estimated
Enacted/requested:			
Budget authority.....	56	0	0
Outlays.....	56	0	0
Proposed for later transmittal under proposed legislation:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
Supplemental under existing legislations:			
Budget authority.....	0	0	0
Outlays.....	0	0	0
	-----	-----	-----
Total:			
Budget authority.....	56	0	0
Outlays.....	56	0	0
	=====	=====	=====

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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code	10 actual 91	10 estimate 92	10 estimate 93
14-1117-0-1-302			
Program by activities:			
10.00 Total obligations (object class 43.0).....	56	---	---
Financing:			
67.10 Authority to borrow (Public Law 96-476, as amended).....	56	---	---
Relation of obligations to outlays:			
71.00 Total obligations.....	56	---	---
90.00 Outlays.....	56	---	---



Appropriation Summary Statement

Appropriation: Operations and Maintenance of Quarters (Permanent)

This permanent appropriation provides for the maintenance of quarters used by BLM employees in areas where other housing alternatives are unavailable. Expenses for operation and maintenance of quarters are financed by collections received in the form of quarters rental payments. This account was established in 1986 and operates under provisions of Section 320 of the 1985 Department of the Interior and Related Agencies Appropriations Act, as amended by Section 316 of the 1989 Interior Department Appropriations Act.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: OPERATION AND MAINTENANCE OF QUARTERS

	FTE	Amount	FTE	Amount
	-----	-----	-----	-----
APPROPRIATIONS ENACTED, 1992.....			2	250
1993 BASE BUDGET.....			2	250
Program Changes (Changes to base budget, detailed below).....			0	0
			-----	-----
TOTAL REQUIREMENTS (1993 Estimate).....			2	250

	1991	1992	1993	1993	INC (+)	INC (+)
	ACTUAL	ENACTED	BASE	ESTIMATE	DEC (-)	DEC (-)
Comparison by activities/ subactivities	FTE Amount	FTE Amount	FTE Amount	FTE Amount	FROM 1992	FROM BASE
	-----	-----	-----	-----	-----	-----
Operation and Maintenance Of Quarters.....	1 270	2 250	2 250	2 250	0 0 0	0

Justification of Program and Performance

Appropriation: Operation and Maintenance of Quarters

(dollars in thousands)

	1991 Actual	1992 Enacted to Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1991	Inc. (+) Dec. (-) from Base
\$	270	250	250	250	---	---
(FTE)	(1)	(2)	(2)	(2)	(---)	(---)

Authorization

P.L. 98-473

The 1985 Appropriations Act for the Department of the Interior and Related Agencies, Section 320, established a permanent account in each bureau for the operation and maintenance of quarters starting with 1985 and each fiscal year thereafter.

Objective

The objective of this account is to:

- o Maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

1993 Program

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Section 320 of the 1985 Appropriations Act for the Department of the Interior and Related Agencies, as amended by Section 316 of the 1989 Interior Department Appropriations Act, requires that quarters rental charges collected be deposited in a special fund to remain available until expended for the maintenance and operation of quarters.

The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Operation and Maintenance
of Quarters

Object Class	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
	----	-----	----	-----	----	-----
11. Personnel compensation:						
11.1 Permanent positions.....		101		101		0
11.3 Positions other than permanent....		9		9		0
11.5 Other personnel compensation.....		2		2		0
Total personnel compensation	3	112	3	112	0	0
Other Objects						
12.1 Personnel benefits.....		23		23		0
21.1 Travel and transportation of persons.....		6		6		0
22.0 Transportation of things.....		5		5		0
23.2 Rental payments to others.....		5		5		0
25.0 Other services.....		50		50		0
26.0 Supplies and materials.....		34		34		0
31.0 Equipment.....		10		10		0
32.0 Lands and structures.....		5		5		0
Total Requirements.....		250		250		0

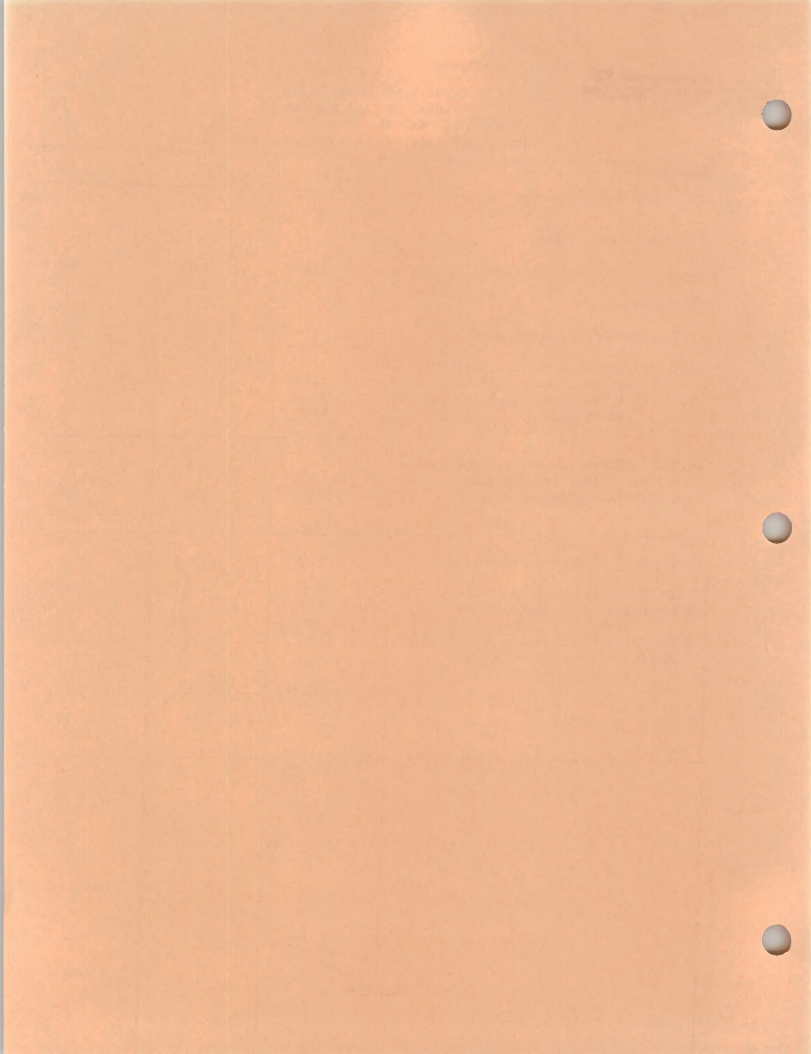
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STANDARD FORM 300
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Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-5048-0-2-302			
Program by activities:			
10.00 Total obligations.....	213	525	250
Financing:			
17.00 Recovery of prior year obligations.....	(1)	---	---
21.40 Unobligated balance available, start of year.....	(249)	(305)	(30)
24.40 Unobligated balance available, end of year.....	305	30	30
60.25 Budget authority (appropriation) (special fund, indefinite).....	270	250	250
Relation of obligations to outlays:			
71.00 Total obligations.....	215	525	250
72.40 Obligated balance, start of year.....	26	97	10
74.40 Obligated balance, end of year...	(97)	(10)	(10)
78.00 Adjustments in unexpired accounts.....	(1)	---	---
90.00 Outlays.....	143	612	250

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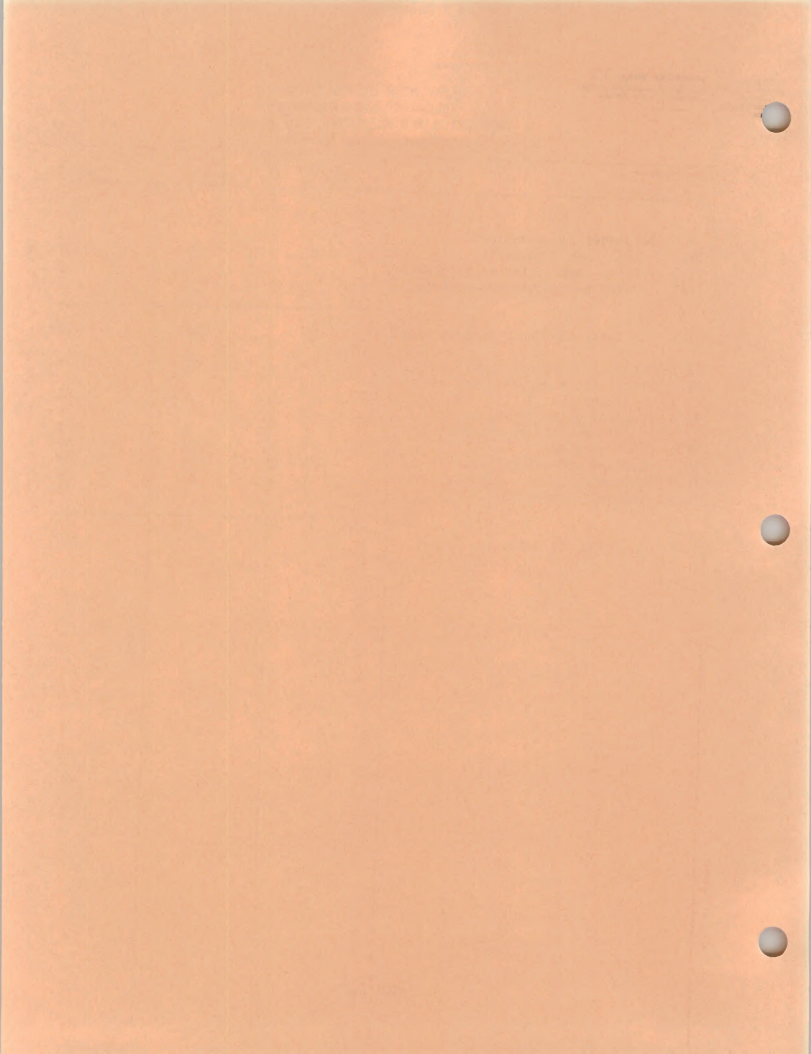


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STANDARD FORM 300
July 1964, Bureau of the Budget
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-5048-0-2-302			
Personnel compensation:			
11.1 Full-time permanent.....	47	98	101
11.3 Other than full-time permanent..	4	8	9
11.5 Other personnel compensation....	1	2	2
11.9 Total personnel compensation..	52	108	112
12.1 Civilian personnel benefits.....	11	22	23
21.0 Travel and transportation of persons.....	---	6	6
22.0 Transportation of things.....	3	6	5
23.2 Rental payments to others.....	1	5	5
25.0 Other services.....	94	200	50
26.0 Supplies and materials.....	41	163	34
31.0 Equipment.....	9	10	10
32.0 Land and structures.....	2	5	5
99.9 Total obligations.....	213	525	250



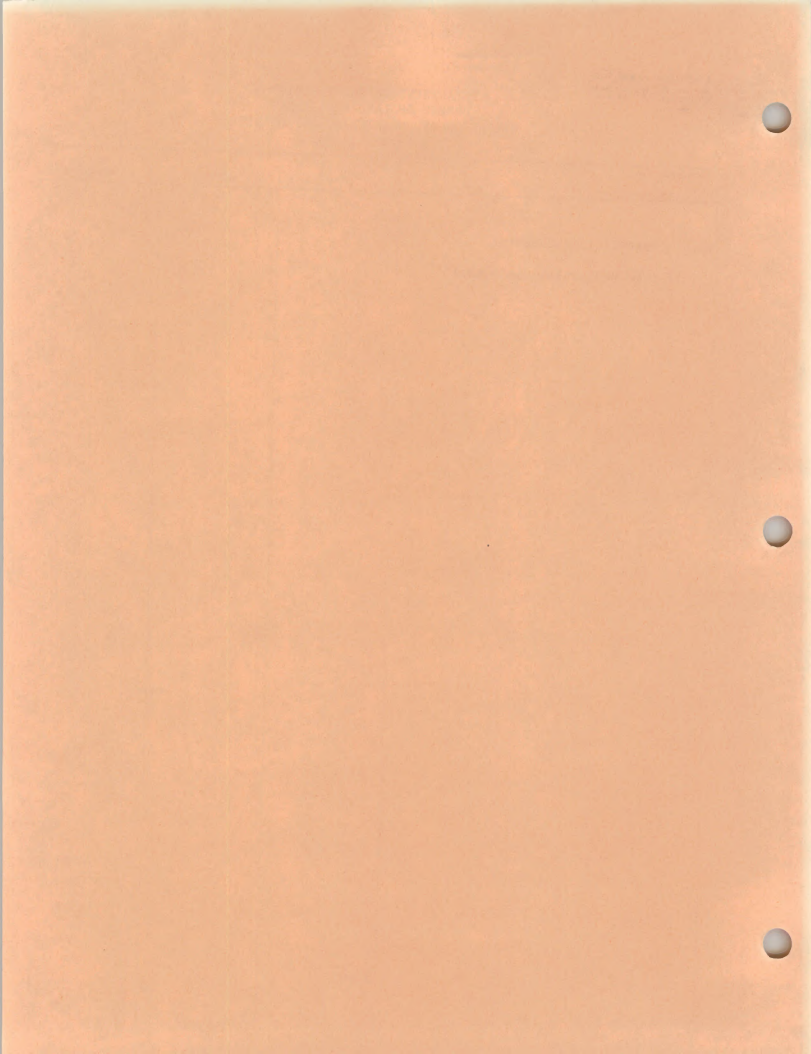
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-5048-0-2-302			
Total compensable workyears:			
Full-time equivalent employment.....	1	2	2

U.S. : 1981 O - 301-226 (Rev. 6-64)



Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing of receipts collected from the sale, lease, or use of the Public Land and resources with States and counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds.

Also included in this account is the permanent appropriation to BLM of road maintenance fees collected from commercial road users on roads maintained by the BLM in lieu of user maintenance. This fee is normally applicable to roads subject to heavy, continuous use involving several users at a time, such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require annual action.

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients.

The following activities are included within the account total:

1. Payments to Oklahoma (royalties);
2. Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road Grant lands;
3. Payments to counties, Oregon and California Grant Lands;
4. Payments to States (proceeds of sales);
5. Payments to States from grazing receipts, etc., Public Land outside grazing districts;
6. Payments to States from grazing receipts, etc., Public Land within grazing districts;
7. Payments to States from grazing receipts, etc., Public Land within grazing districts, miscellaneous;
8. Payments to Alaska, National Petroleum Reserve;
9. Payments to counties, National Grasslands (Farm Tenant Act lands);
10. Expenses, road maintenance deposits;
11. Payments to Nevada from receipts on land sales; and
12. Payments from proceeds, sale of water.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

	FTE	Amount	FTE	Amount
APPROPRIATIONS ENACTED, 1992.....	----	-----	----	-----
			28	104206
1993 BASE BUDGET.....			28	104206
Program Changes (Changes to base budget, detailed below).....				2590
			----	-----
TOTAL REQUIREMENTS (1993 Estimate).....			28	106796

Comparison by activities/ subactivities	1991		1992		1993		1993		INC (+) DEC (-) FROM 1992		INC (+) DEC (-) FROM BASE	
	ACTUAL		ENACTED		BASE		ESTIMATE					
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
1. Payments to Oklahoma (royalties)....	0	16	0	4	0	4	0	4	0	0	0	0
2. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands.....	0	593	0	900	0	900	0	900	0	0	0	0
3. Payments to counties, Oregon and California grant lands.....	0	106031	0	92659	0	92659	0	95325	0	2666	0	2666
4. Payments to States (proceeds of sales).....	0	1120	0	1030	0	1030	0	1039	0	9	0	9
5. Payments to States from grazing receipts, etc., public lands outside grazing districts.....	0	1301	0	1380	0	1380	0	1371	0	-9	0	-9
6. Payments to States from grazing receipts etc., public lands within grazing districts.....	0	1982	0	2095	0	2095	0	2082	0	-13	0	-13
7. Payments to States from grazing receipts etc., public lands within grazing districts misc.....	0	27	0	5	0	5	0	5	0	0	0	0
8. Payments to Alaska, National Petroleum Reserve.....	0	171	0	150	0	150	0	88	0	-62	0	-62
9. Payments to Counties, National Grasslands.....	0	362	0	483	0	483	0	482	0	-1	0	-1
10. Expenses, road maintenance deposits.	28	4749	28	4000	28	4000	28	4000	0	0	0	0
11. Payments to Nevada from receipts on land sales.....	0	2170	0	1500	0	1500	0	1500	0	0	0	0
12. Payments from proceeds-sale of water	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL REQUIREMENTS	28	118522	28	104206	28	104206	28	106796	0	2590	0	2590

Justification of Program and Performance

Activity: Payments to Oklahoma (royalties)

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$ (FTE)	4 (---)	4 (---)	4 (---)	--- (---)	--- (---)

1993 Program

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for constructing and maintaining public roads and supporting public schools. Payments for the first 10 months of the current fiscal year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance

Activity: Payments to Coos and Douglas Counties, Oregon,
for Coos Bay Wagon Road Grant Lands

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	900	900	900	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

1993 Program

In accordance with 53 Stat. 753-754 (43 U.S.C. 1181f-1), payments in lieu of taxes are made to Coos County and Douglas County, Oregon, out of receipts from the reconveyed Coos Bay Wagon Road grant lands. These payments are to be used by the counties for schools, roads, highways, bridges, and port districts. Payments are made on a quarterly basis, upon receipt of billings from the counties, in lieu of severance taxes and ad valorem taxes at the same rate as for private lands in the counties. The amount shown above reflects the estimated total payment for each fiscal year, without regard to when the actual disbursements are made.

Justification of Program and Performance

Activity: Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	92,659 (---)	92,659 (---)	95,325 (---)	+2,666 (---)	+2,666 (---)

Base Program

In accordance with 39 Stat. 218 and 50 Stat. 876 (43 U.S.C. 1181f), as modified by the annual Interior Department Appropriations Acts, 50 percent of the receipts to the Oregon and California (O&C) Grant Land fund are paid to the counties in which the lands are situated, in the proportion to each county's assessed valuation in 1915, for use as unrestricted county funds. Included in this amount are receipts generated from all O&C Grant Lands including those administered by both the BLM and the Forest Service. Payments for the first 11 months of the current fiscal year are disbursed to the counties in September of the year of collection, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	92,659 (---)	95,325 (---)	+2,666 (---)

The 1993 Estimate is an increase of \$2,666,000. The increase reflects a projection that the level of receipts in 1993 will increase over 1992 because market conditions will continue to improve, thereby providing a climate that encourages the harvesting of a larger proportion of the "higher valued" timber sold in previous years, but not yet harvested.

Justification of Program and Performance

Activity: Payments to States (proceeds of sales)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	1,030 (---)	1,030 (---)	1,039 (---)	+9 (---)	+9 (---)

Base Program

In accordance with the Department of the Interior and Related Agencies Appropriations Act of 1952 (65 Stat. 252), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements. Payments for the first 11 months of the current fiscal year are disbursed in September of the collection year, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Increase from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$ (FTE)	1,030 (---)	1,039 (---)	+9 (---)

The 1993 Estimate is an increase of \$9,000. This increase is based on the assumption that there will be an increase in the volume of timber harvested and paid for in 1993 from BLM managed Public Land (other than O&C grant lands and CBWR lands).

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc.,
Public Lands outside grazing districts

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	1,380	1,380	1,371	-9	-9
(FTE)	(---)	(---)	(---)	(---)	(---)

Base Program

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 50 percent of the grazing fee receipts from Public Land outside of organized grazing districts. These funds are to be expended by the states for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	1,380	1,371	-9
FTE	(---)	(---)	(---)

The 1993 Estimate is a decrease of \$9,000. This decrease is based on the assumption that grazing fees for 1993 will remain at the \$1.92/AUM level. The decrease occurs because the grazing fee year collections and the fiscal year time periods do not coincide. Therefore, there is a decrease for 1992 payments.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc.,
Public Lands within grazing districts

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	2,095	2,095	2,082	-13	-13
(FTE)	(---)	(---)	(---)	(---)	(---)

Base Program

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of the grazing fee receipts from lands within organized grazing district boundaries. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Decrease	from	1993	Base
----------	------	------	------

(dollars in thousands)

	1993 <u>Base</u>	1993 <u>Estimate</u>	<u>Difference</u>
\$	2,095	2,082	-13
(FTE)	(---)	(---)	(---)

The 1993 Estimate is a decrease of \$13,000. The decrease is based on the assumption that grazing fees for 1993 will remain at the \$1.92/AUM level. This decrease occurs because the grazing year fee collections and the fiscal year time period do not coincide. Therefore, there is a decrease for 1992 payments.

Justification of Program and Performance

Activity: Payments to States from grazing receipts, etc., Public Lands
within grazing districts, miscellaneous

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 Base	1993 Estimate	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	5	5	5	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

1993 Program

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements.

The 1993 Estimate is based on the assumption that grazing fees will remain at a level of \$1.92/AUM.

Justification of Program and Performance

Activity: Payments to Alaska, National Petroleum Reserve

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	150	150	88	---	-62
(FTE)	(---)	(---)	(---)	(---)	(---)

Base Program

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from oil and gas leasing in the National Petroleum Reserve in Alaska (NPR-A). The funds are to be used for planning, constructing, maintaining, and operating essential public facilities and other necessary provisions of public service. Payments are made semi-annually (as soon as practicable after March 30 and September 30 each year) for the previous 6 months' collections. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	150	88	-62
(FTE)	(---)	(---)	(---)

The 1993 Estimate is a decrease of \$62,000. Part of the decrease (\$50,000) is due to the continued decrease in the number of acres under lease. Part of the decrease (\$12,000) is because the amount deducted for Federal administration of minerals programs prior to sharing receipts with the states is projected to increase from 50 percent of cost in 1992 to 75 percent of cost in 1993.

Justification of Program and Performance

Activity: Payments to Counties, National Grasslands (Farm Tenant Act Lands)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	483	483	482	-1	-1
(FTE)	(---)	(---)	(---)	(---)	(---)

Base Program

In accordance with 7 U.S.C. 1012, the Bankhead-Jones Farm Tenant Act of 1937, and Executive Orders 10046 and 10175, which transferred the management of certain Farm Tenant Act-Land Utilization Project lands to the jurisdiction of the Department of the Interior, 25 percent of the revenues received from the use of these Land Utilization (L.U.) project lands, including grazing and mineral leasing, are paid to the counties in which such lands are located. These funds are used by the counties for schools and roads. Payments are made as soon as practicable after the end of each calendar year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Decrease from 1993 Base

(dollars in thousands)

	1993 Base	1993 Estimate	Difference
\$	483	482	-1
FTE	(---)	(---)	(---)

The 1993 Estimate is a decrease of \$1,000. The decrease occurs because the grazing year fee collections and the fiscal year time periods do not coincide. Therefore, there is a decrease for 1992 payments.

Justification of Program and Performance

Activity: Road Maintenance Deposits

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$ (FTE)	4,000 (68)	4,000 (68)	4,000 (68)	--- (---)	--- (---)

1993 Program

Section 502(c) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California Grant Lands are available for those lands only (43 U.S.C. 1735(b)), excluding \$225,000 which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands," Western Oregon Transportation Maintenance, for additional program description.)

Justification of Program and Performance

Activity: Payments to Nevada from receipts on land sales

(dollars in thousands)

	1992 Enacted <u>To Date</u>	1993 <u>Base</u>	1993 <u>Estimate</u>	Inc. (+) Dec. (-) <u>from 1992</u>	Inc. (+) Dec. (-) <u>from Base</u>
\$	1,500	1,500	1,500	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

1993 Program

Public Law 96-586 of 1980 (the Burton-Santini Act) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the funds returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments for the first 10 months of the collection year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected above for each fiscal year, however, represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance

Activity: Payments from proceeds, sale of water

(dollars in thousands)

		1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)	(---)

1993 Program

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Land strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells. Consistently, funds derived from such proceeds have been recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent
Appropriations

	1993 Base		1993 Estimate		Inc. (+) or Dec. (-)	
Object Class	FTE	Amount	FTE	Amount	FTE	Amount

11. Personnel compensation:						
11.1 Permanent positions.....		837		837		0
11.3 Positions other than permanent....		186		186		0
11.5 Other personnel compensation		34		34		0
	----	-----	----	-----	----	-----
Total personnel compensation	28	1057	28	1057	0	0
Other Objects						

12.1 Personnel benefits.....		200		200		0
21.0 Travel and transportation of persons		6		6		0
22.0 Transportation of things.....		1170		1170		0
23.2 Rental payments to others.....		0		0		0
23.3 Communications, utilities, and miscellaneous charges.....		15		15		0
25.0 Other services.....		1290		1290		0
26.0 Supplies and materials.....		250		250		0
31.0 Equipment.....		10		10		0
32.0 Lands and Structures.....		2		2		0
41.0 Grants, subsidies, and contributions		100206		102796		2590
	-----	-----		-----		-----
Total Requirements.....		104206		106796		2590

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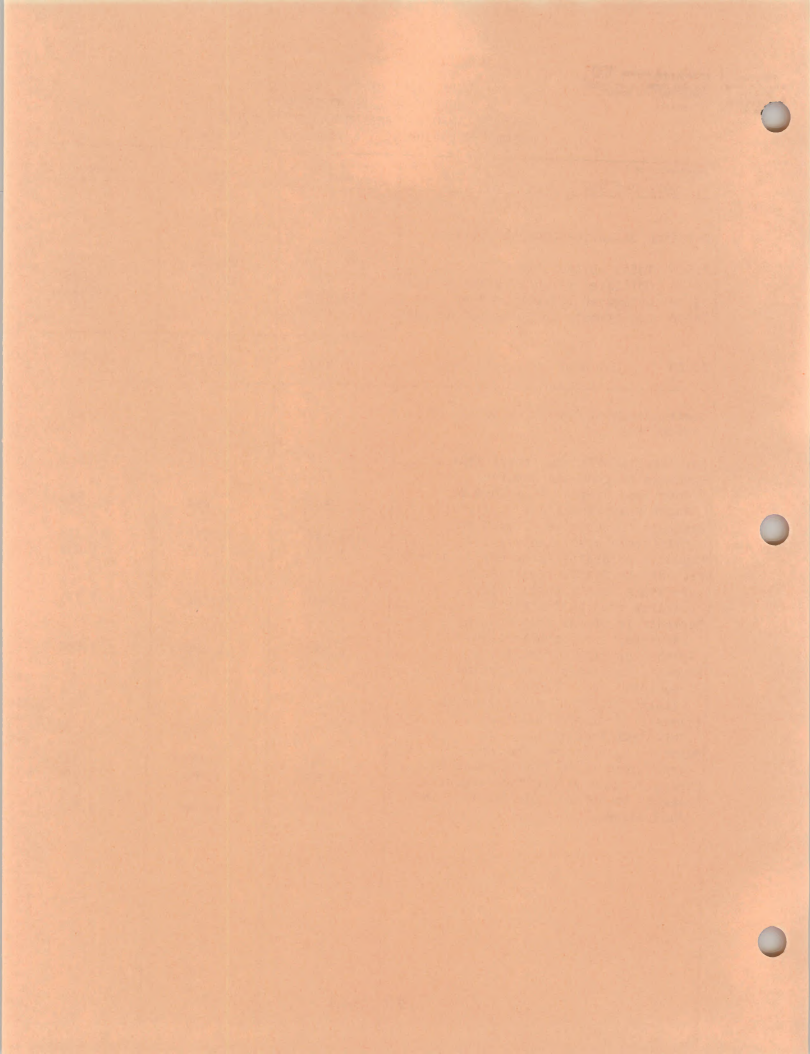
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 actual 91	19 estimate 92	19 estimate 93
14-9921-0-2-999			
Program by activities:			
00.01 Payments to Oklahoma (royalties).	21	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	593	900	900
00.03 Payments to counties, Oregon and California grant lands.....	106,031	92,659	95,325
00.04 Payments to States (proceeds of sales).....	1,031	1,030	1,039
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,301	1,380	1,371
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,982	2,095	2,082
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	27	5	5
00.08 Payments to Alaska, National Petroleum Reserve.....	171	150	88
00.09 Payments to counties, national grasslands. (Farm Tenant Act lands).....	362	483	482
00.10 Expenses, road maint. deposits...	3,906	5,000	4,000
00.11 Payments to Nevada from receipts on land sales.....	4,007	1,500	1,500
10.00 Total obligations.....	119,432	105,206	106,796
Financing:			
17.00 Recovery of prior year obligations.....	(40)	---	---
21.40 Unobligated balance available, start of year.....	(3,631)	(2,761)	(1,761)
24.40 Unobligated balance available, end of year.....	2,761	1,761	1,761
60.25 Budget authority (appropriation) (special fund, indefinite)...	118,522	104,206	106,796



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9921-0-2-999			
Relation of obligations to outlays:			
71.00 Total obligations.....	119,432	105,206	106,796
72.40 Obligated balance, start of year.	930	39,886	6,575
74.40 Obligated balance, end of year...	(39,886)	(6,575)	(6,783)
78.00 Adjustments in unexpired account.	(40)	---	---
90.00 Outlays.....	80,436	138,517	106,588
Distribution of budget authority by account:			
Payments to Oklahoma (royalties).....	16	4	4
Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	593	900	900
Payments to counties, Oregon and California grant lands.....	106,031	92,659	95,325
Payments to States (proceeds of sales).	1,120	1,030	1,039
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,301	1,380	1,371
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,982	2,095	2,082
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	27	5	5
Payments to Alaska, National Petroleum Reserve.....	171	150	88
Payments to counties, national grasslands. (Farm Tenant Lands Act)...	362	483	482
Expenses, road maintenance deposits....	4,749	4,000	4,000
Payments to Nevada from receipts on land sales.....	2,170	1,500	1,500



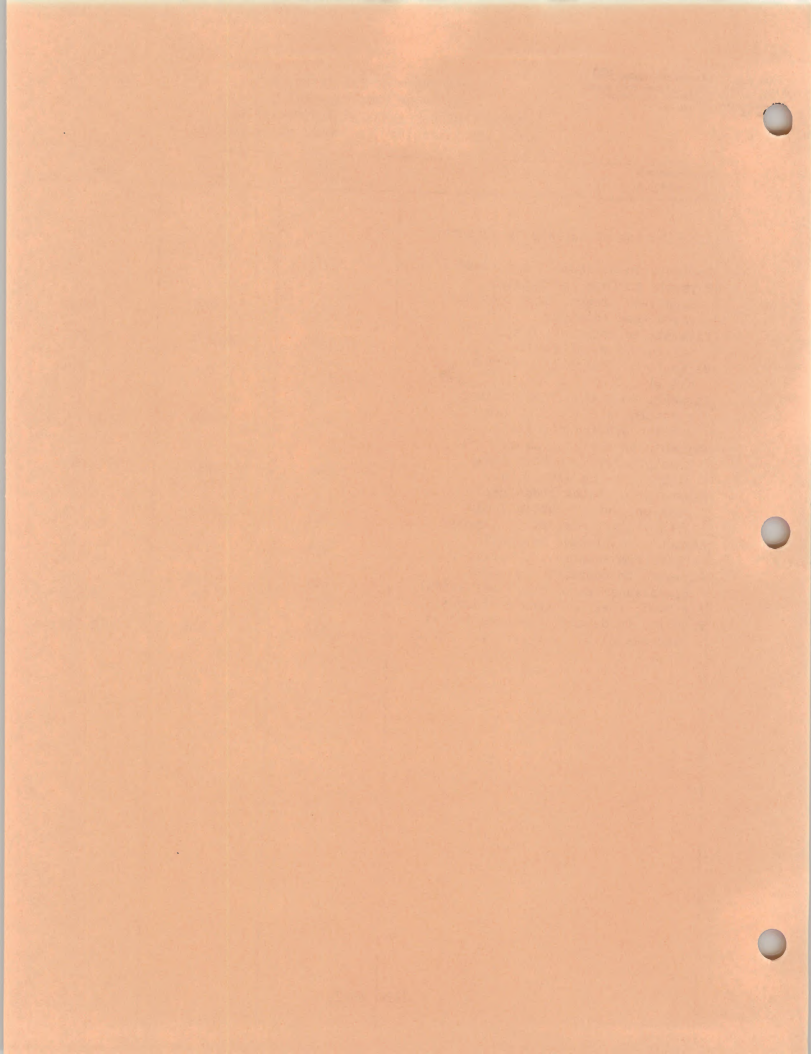
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BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

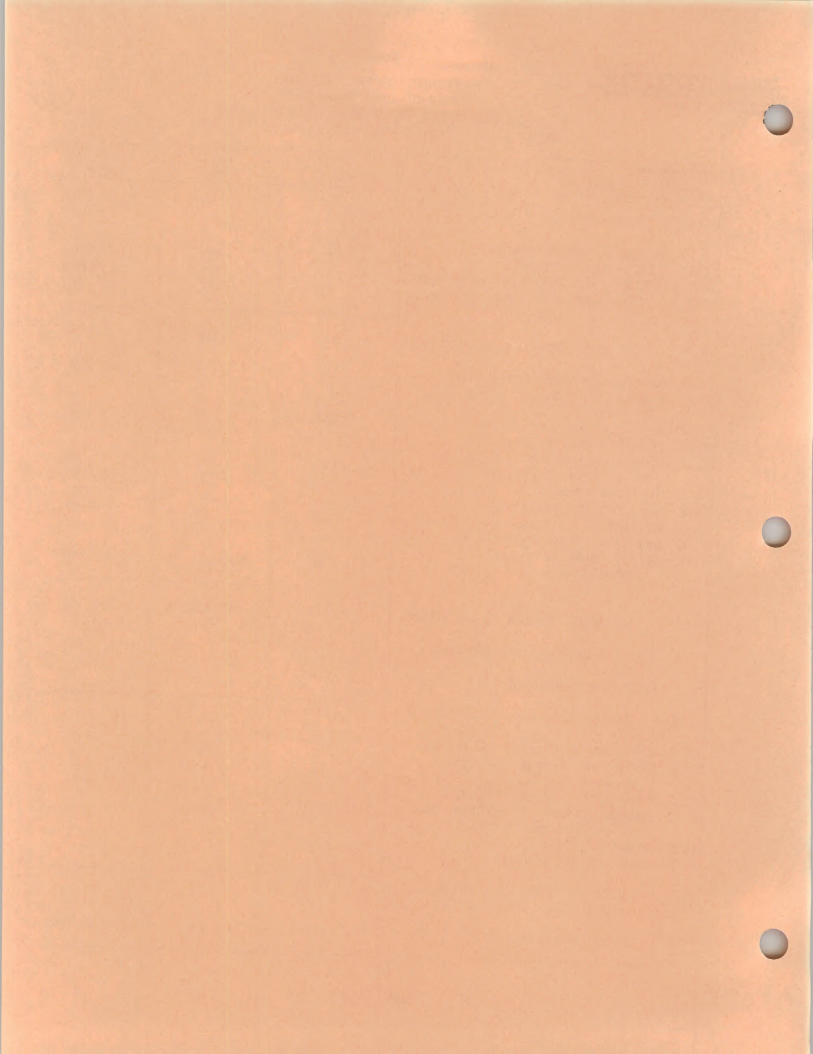
Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9921-0-2-999			
Distribution of outlays by account:			
Payments to Oklahoma (royalties).....	10	4	4
Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	593	900	900
Payments to counties, Oregon and California grant lands.....	69,089	125,910	95,116
Payments to States (proceeds of sales)	1,032	1,030	1,039
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,273	1,380	1,371
Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,884	2,095	2,082
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	24	5	5
Payments to Alaska, National Petroleum Reserve.....	367	150	88
Payments to counties, national grasslands. (Farm Tenant Act lands)...	394	483	482
Expenses, road maintenance deposits....	3,815	5,060	4,000
Payments to Nevada from receipts on land sales.....	1,956	1,500	1,500

U.S. : 1961 O - 361-526 (Rev. 6-6-61)



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Object Classification		19 91 actual	19 92 estimate	19 93 estimate
Identification code 14-9921-0-2-999				
Direct obligations:				
Personnel compensation:				
11.1	Full-time permanent.....	775	807	837
11.3	Other than full-time permanent..	172	180	186
11.5	Other personnel compensation....	31	31	34
11.9	Total personnel compensation..	978	1,018	1,057
12.1	Civilian personnel benefits.....	185	193	200
21.0	Travel and transportation of persons.....	2	5	6
22.0	Transportation of things.....	1,078	1,125	1,170
23.2	Rental payments to others.....	1	---	---
23.3	Communications, utilities, and miscellaneous charges.....	14	15	15
25.0	Other services.....	1,382	2,322	1,290
26.0	Supplies and materials.....	254	260	250
31.0	Equipment.....	10	10	10
32.0	Land and structures.....	2	2	2
41.0	Grants, subsidies, and contributions.....	115,526	100,206	102,796
99.0	Subtotal, Bureau of Land Mgmt.	119,432	105,156	106,796
Allocation accounts obligations:				
11.1	Full-time permanent.....	---	26	---
11.9	Total personnel compensation..	---	26	---
12.1	Personnel benefits: Civilian....	---	5	---
21.0	Travel and transportation of persons.....	---	14	---
22.0	Transportation of things.....	---	1	---
23.3	Communications, utilities, and miscellaneous charges.....	---	1	---
25.0	Other services.....	---	2	---
32.0	Land and structures.....	---	1	---
99.0	Subtotal, Federal Highway Administration.....	---	50	---
99.9	Total obligations.....	119,432	105,206	106,796
BLM 16-23				

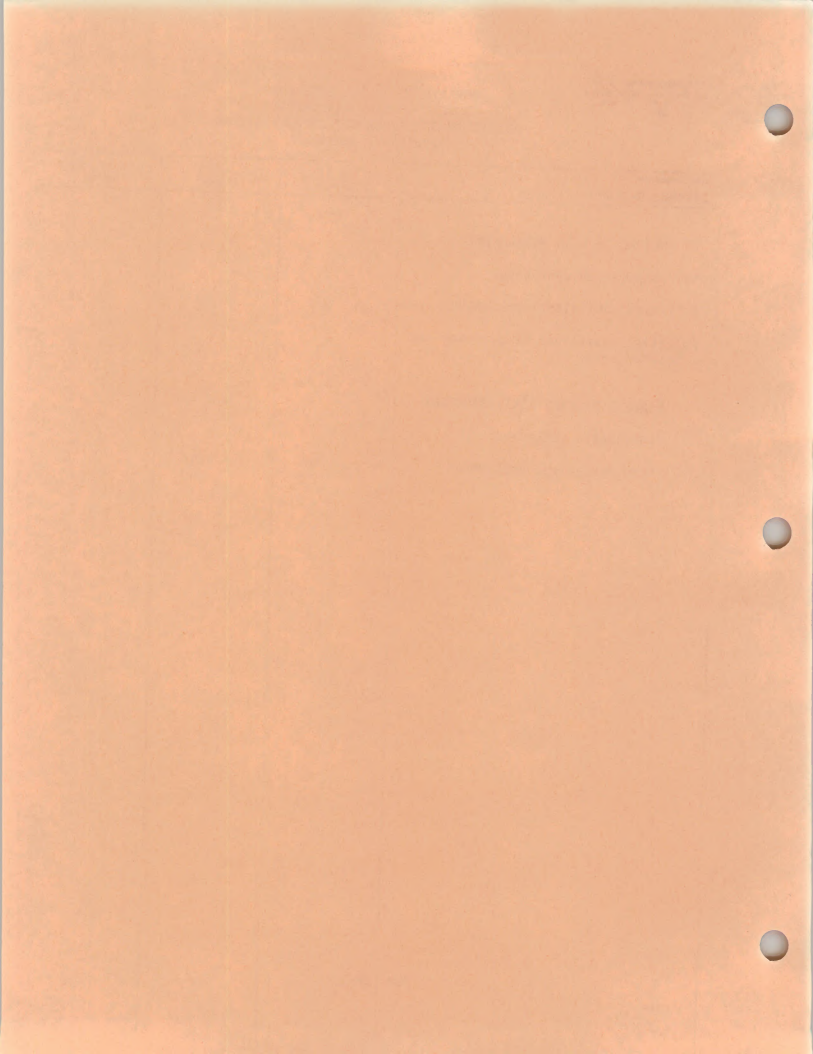


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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code	19 91 actual	19 92 estimate	19 93 estimate
14-9921-0-2-999			
BUREAU OF LAND MANAGEMENT			
Total compensable workyears:			
Full-time equivalent employment.....	28	28	28
Full-time equivalent of overtime and holiday hours.....	1	1	1
FEDERAL HIGHWAY ADMINISTRATION			
Total compensable workyears:			
Full-time equivalent employment.....	0	0	0



Appropriation Summary Statement

Appropriation: Cook Inlet Region, Inc. Property Account (Permanent)

This account reflects the funds appropriated by Section 9102 of the 1990 Department of Defense Appropriations Act (P.L. 101-165) for the acquisition by the Cook Inlet Region, Incorporated (CIRI) of Federal real properties, improvements on such lands or rights to their use or exploitation, and any personal property related to the land purchased, as authorized by the provisions of section 12(b) of Public Law 94-204 (43 U.S.C. 1611), as amended. Funds are made available to the Bureau of Land Management for administration and subsequent payment of purchase rights exercised by the Cook Inlet Region, Inc.

Justification of Program and Performance

Activity: Cook Inlet Region, Inc. Property Account (Permanent)

(dollars in thousands)

	1992 Enacted To Date	1993 Base	1993 Estimate	Inc. (+) Dec. (-) from 1992	Inc. (+) Dec. (-) from Base
\$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

- 43 U.S.C. 1611 Public Law 94-204, amends the *Alaska Native Claims Settlement Act of 1971* by directing the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance to the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area."
- 43 U.S.C. 1611 Section 1435 of the *Alaska National Interest Lands Conservation Act of 1980* authorized CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484), and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.
- 43 U.S.C. 1611 Subsection 606(d) of Title VI of the *Alaska Railroad Transfer Act of 1982*, expanded the account by allowing CIRI to bid on properties anywhere in the United States.
- 101 Stat. 1329-318 Section 127 of the *1988 Department of Defense Appropriations Act* authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.
- P.L. 101-165 Section 9102 of the *1990 Department of Defense Appropriation Act* appropriated monies to be placed into the CIRI Property Account in the U.S. Treasury.

1993 Program

Several statutes have granted authorities to various corporations and the State of Alaska to select parcels of the Federal domain in Alaska. The Alaska Statehood Act of 1958 granted the new state government 104 million acres of public domain. The Alaska Native Claims Settlement Act (ANCSA) of 1971 awarded Natives 44 million acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 added 104 million acres to national parks, wildlife refuges and other parts of the conservation system, as well as clarifying and expanding upon issues relative to ANCSA.

The State government has primarily selected lands with the potential for resource development. Native corporations, which were established by ANCSA to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

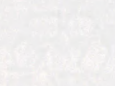
The Cook Inlet Region, Incorporated (CIRI) was established as a Native corporation by the Alaska Native Claims Settlement Act (ANCSA). Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA have resulted in a number of legislative and administrative resolutions. Amendments to the ANCSA in P.L. 94-204 of January 2, 1976 provided: (1) for the establishment (but not funding) of a CIRI Surplus Property Account for the purpose of bidding on Federal surplus property; (2) identification of the entitlement to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. P.L. 94-204 has been amended several times with respect to the land selections of CIRI. One of these amendments, P.L. 96-487 (December 2, 1980), provided for the establishment of a Property Account for CIRI in the Treasury of the United States. Another amendment to the Alaska Railroad Transfer Act in 1983, (P.L. 97-468, January 14, 1983), defined terms and conditions for the CIRI Property Account. Funding for the CIRI Property Account was appropriated, as permanent budget authority, by P.L. 101-165, the Department of the Defense Appropriations Act of 1990.

Based on the legislative authorities, agreements made between the Department of the Interior and CIRI further defined a mechanism to account for CIRI's entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. The Memorandum of Understanding between the DOI and CIRI, dated April 11, 1986, requires the Department to adjust the CIRI's Remaining Obligation Entitlement Account periodically to reflect changes in the consumer price index (CPI) for the Anchorage, Alaska, area.

By agreement among the Department of the Interior, Department of the Treasury, and the Office of Management and Budget, the BLM has been assigned the responsibility of administering the operations of the CIRI Property Account and appropriated funds, including making the semi-annual CPI adjustments based upon provisions in the MOU. The remaining entitlement balance in the CIRI Property Account as of the end of FY 1991, including all CPI adjustments to that date, is \$89,149,384.



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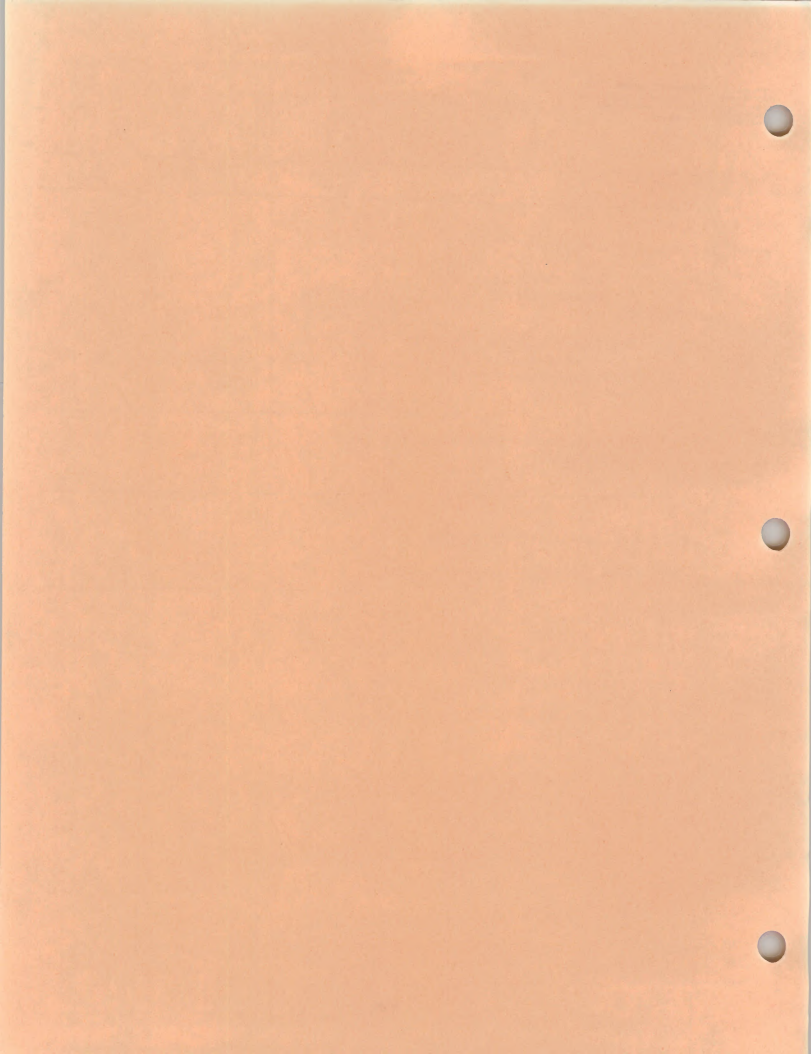


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July 1964, Bureau of the Budget
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COOK INLET REGION, INC. PROPERTY
Program and Financing (in thousands of dollars)

Identification code	19 actual	20 estimate	21 estimate
14-1112-0-1-102			
Program by activities:			
10.00 Total obligations (object class 25.0).....	13,426	---	---
Financing:			
21.40 Unobligated balance available, start of year.....	(98,057)	(89,149)	(89,149)
24.40 Unobligated balance available, end of year.....	89,149	89,149	89,149
60.05 Budget authority (appropriation) (indefinite).....	4,518	---	---
Relation of obligations to outlays:			
71.00 Total obligations.....	13,426	---	---
90.00 Outlays.....	13,426	---	---



Appropriation Language Sheet

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to [\$25,000] \$100,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: *Provided*, That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended for surveys of Federal lands and on a reimbursable basis for surveys of Federal lands and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That notwithstanding 44 U.S.C. 501, the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services for cooperators in connection with jointly-produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards; *Provided further*, That notwithstanding any other provisions of law, that effective upon the date of enactment of this Act for the fiscal year 1993 and every year thereafter, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1744(a)) and the related requirements of Section 314(c) of FLPMA (43 U.S.C. 1744(c)), the claimant shall pay an annual holding fee of \$100.00 to the Secretary of the Interior or his designee on or before August 31 of each year in order for the claimant to hold such unpatented mining claim, mill or tunnel site for the following year beginning on September 1; *Provided further*, That the fee established by this Act in lieu of the assessment work requirements for the assessment year ending at noon on September 1, 1993, shall be due and payable to the Secretary on or before June 30, 1993, except that such fee otherwise due and payable for this period shall be waived by the Secretary or his designee if the claimant files an affidavit of assessment work by June 30, 1993, showing the labor required by 30 U.S.C. 28 was completed for the assessment year ending at noon September 1, 1993, before the effective date of this Act; *Provided further*, That such fee otherwise due and payable for the assessment year ending at noon on September 1, 1993, for mill and tunnel sites shall be waived by the Secretary or his designee if the claimant files a notice of intention to hold the site by June 30, 1993; *Provided further*, That for every unpatented mining claim, mill or tunnel site located after the date of enactment of this Act, the locator shall pay \$100.00 to the Secretary of the Interior or his designee at the time the location notice is recorded with the Bureau of Land Management to hold such claim for the year in which the location was made; *Provided further*, That the co-ownership provision of 30 U.S.C. 28 will remain in effect except that the annual holding fee shall replace the assessment work requirements and expenditures; *Provided further*, That failure to make the annual payment of the holding fee required by this Act shall conclusively constitute an abandonment of the unpatented mining claim, mill or tunnel site by the claimant; *Provided further*, That nothing in this Act shall change or modify the requirements of Section 314(b) of FLPMA (43 U.S.C. 1744(b)) or the requirements of Section 314(c) of FLPMA (43 U.S.C. 1744 (c)) related to filings required by Section 314(b), which shall remain in effect; *Provided further*, That the Secretary of the Interior shall promulgate rules and regulations to carry out the purposes of this Section as soon as practicable after the effective date of this Act.

(Department of the Interior and Related Agencies Appropriations Act, 1992.)

Justification of Proposed Language Change

Administrative Provisions

Deletion: [\$25,000]

Addition: \$100,000.

The increase in the limitation established for the purchase of information and evidence in the BLM law enforcement program is necessary because of the expanded nature of BLM's criminal investigation workload. The BLM is involved in significant, large-scale, region-wide, and even nation-wide, investigations related to the manufacturing and cultivation of illegal drugs on the Public Land, and the interdiction of organized drug trafficking using the Public Land; the organized, commercialized theft of valuable archeological resources and antiquities; and the organized, commercialized theft of vegetation from the Public Land including the bark of the Pacific yew, timber resources, and cactus plants, and other valuable resources. Because the scope of BLM's criminal investigation work has expanded significantly in the past several years, the \$25,000 limitation is no longer adequate and hampers high priority criminal investigation efforts. Consequently, the limitation is proposed to be raised to \$100,000.

Addition: Provided further, That notwithstanding any other provisions of law, that effective upon the date of enactment of this Act for the fiscal year 1993 and every year thereafter, for each unpatented mining claim, mill or tunnel site on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1744(a)) and the related requirements of Section 314(c) of FLPMA (43 U.S.C. 1744(c)), the claimant shall pay an annual holding fee of \$100.00 to the Secretary of the Interior or his designee on or before August 31 of each year in order for the claimant to hold such unpatented mining claim, mill or tunnel site for the following year beginning on September 1:

This provision establishes that upon the effective date of this Act, as a permanent feature of law beginning on October 1, 1992 (FY 1993) and every year thereafter, a holding fee of \$100 will be charged for each unpatented mining claim, mill or tunnel site on Federally owned land in lieu of the current requirements under the General Mining Law of 1872 for the accomplishment of \$100 worth of assessment work annually for each mining claim. It also replaces the requirement under Section 314(a) of FLPMA to file certificates of annual assessment work with the BLM. The \$100 holding fee must be deposited with the Secretary of the Interior or his designee (presumably the BLM) on or before August 31 of each year for the claimant to hold the mining claim, mill or tunnel site for the following year beginning on September 1.

The current provision in the General Mining Law for \$100 worth of annual assessment work represented a significant amount of activity and expenditure when originally enacted in 1872. However, in today's dollars, \$100 worth of activity has little significance as an indicator of commitment to develop and maintain a mining claim. This proposal replaces the assessment work requirement with the annual holding fee, and will provide both environmental and mineral production benefits. It will eliminate activities by the claimant that result in surface disturbance of lands solely to maintain a claim. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may wish to relinquish claims rather than pay the holding fee. Since frivolous or speculative claims serve to limit the use of the Public Land by others, the holding fee may result in increased access to lands for multiple-use, including mineral development. This would increase opportunities for mineral exploration by other parties. The holding fee will not diminish the rights of a bona fide operator to conduct necessary exploration and development of mineral resources on Public Land.

The holding fee will also generate revenue for the Federal government. Some of the revenue will be returned to the BLM to administer the provisions of the Mining Laws and related provisions of FLPMA on the Public Land, and also to cover the cost of collecting and processing the holding fees. The majority of the revenue will be deposited in the General Fund of the Treasury as additional income.

In addition to the annual assessment requirements found in the General Mining Law, many States have similar requirements for assessment work on mining claims. Those requirements would not be affected by the proposal to substitute a holding fee for the Federal assessment requirements. However, the Administration will urge the States with such requirements to remove them in order to further reduce unnecessary surface disturbance. States may wish to consider similar annual fees to "hold" claims under State law.

Provided, further, That the fee established by this Act in lieu of the assessment work requirements for the assessment year ending at noon on September 1, 1993, shall be due and payable to the Secretary on or before June 30, 1993, except that such fee otherwise due and payable for this period shall be waived by the Secretary or his designee if the claimant files an affidavit of assessment work by June 30, 1993, showing the labor required by 30 U.S.C. 28 was completed for the assessment year ending at noon September 1, 1993, before the effective date of this Act: Provided further, That such fee otherwise due and payable for the assessment year ending at noon on September 1, 1993, for mill and tunnel sites shall be waived by the Secretary or his designee if the claimant files a notice of intention to hold the site by June 30, 1993:

These provisions are needed to allow for a transition from the current assessment work requirement to the holding fee requirement during FY 1993, by providing that for the assessment year ending at noon on September 1, 1993, the claimant must pay the holding fee on or before June 30, 1993, if the assessment work was not completed before the effective date of the Act. Currently, miners are required to file an affidavit with the BLM stating that they have accomplished \$100 worth of assessment work on each mining claim each year. For 1993, the holding fee will be waived if the claimant had completed assessment work on the mining claim before the effective date of this Act, and if he files an affidavit of assessment work by June 30, 1993.

Each year, claimants are also required to file a notice of intention to hold mill and tunnel sites. If the claimant holds mill and/or tunnel sites, the 1993 fee will also be waived if he files a notice of intention to hold the sites by June 30, 1993.

Provided further, That for every unpatented mining claim, mill or tunnel site located after the date of enactment of this Act, the locator shall pay \$100.00 to the Secretary of the Interior or his designee at the time the location notice is recorded with the Bureau of Land Management to hold such claim for the year in which the location was made:

This provision requires that when mining claimants record location notices or certificates of location with the BLM for a new mining claim, mill or tunnel site located after the date of enactment of the Act, that they also must pay the \$100 holding fee in order to hold that claim for the year in which the location was made.

Provided further, That the co-ownership provision of 30 U.S.C. 28 will remain in effect except that the annual holding fee shall replace the assessment work requirements and expenditures:

This provision makes it clear that the co-ownership provisions of 30 U.S.C. 28 will remain in effect except that the holding fee shall replace the assessment work requirements and expenditures required by the General Mining Law.

Provided further, That failure to make the annual payment of the holding fee required by this Act shall conclusively constitute an abandonment of the unpatented mining claim, mill or tunnel site by the claimant:

This provision establishes that failure to make the annual payment of the holding fee shall be deemed conclusively to constitute an abandonment of the mining claim, mill or tunnel site by the claimant. This would open the area to be located by a new claim, or release the land previously claimed from the encumbrance created by the location of the claim.

Provided further, That nothing in this Act shall change or modify the requirements of Section 314(b) of FLPMA (43 U.S.C. 1744(b)) or the requirements of Section 314(c) of FLPMA (43 U.S.C. 1744 (c)) related to filings required by Section 314(b), which shall remain in effect:

This provision provides that the requirements of Sections 314(b) and (c) of FLPMA related to filing location notices shall remain in effect and are not modified in any way by this new requirement.

Provided further, That the Secretary of the Interior shall promulgate rules and regulations to carry out the purposes of this Section as soon as practicable after the effective date of this Act.

This provision requires that the Secretary of the Interior shall promulgate rules and regulations to carry out the purposes of the Act as soon as practicable after the Act has been passed.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EMPLOYEE COUNT BY GRADE

	1991 <u>Actual</u>	1992 <u>Estimate</u>	1993 <u>Estimate</u>
Executive Level V	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	1	1	1
ES-5	8	8	8
ES-4	12	12	12
ES-3	1	1	1
ES-2	2	2	2
ES-1	<u>3</u>	<u>4</u>	<u>4</u>
Subtotal	26	27	27
GS/GM-15	70	70	70
GS/GM-14	217	218	218
GS/GM-13	667	675	675
GS/GM-12	1,515	1,575	1,579
GS/GM-11	2,402	2,508	2,514
GS/GM-10	257	260	260
GS/GM-9	1,546	1,615	1,620
GS/GM-8	289	290	290
GS/GM-7	1,060	1,110	1,115
GS/GM-6	707	710	710
GS/GM-5	1,166	1,225	1,230
GS/GM-4	694	730	730
GS/GM-3	190	200	200
GS/GM-2	68	70	70
GS/GM-1	<u>41</u>	<u>41</u>	<u>41</u>
Subtotal	10,889	11,297	11,322
Ungraded	<u>677</u>	<u>680</u>	<u>680</u>
Total employment (actual/projected) at end of fiscal year	11,593	12,005	12,030

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SCHEDULE OF ADVISORY AND ASSISTANCE SERVICES

(in thousands of dollars)

<u>Account Title and Symbol</u>		1991 <u>Actual</u>	1992 <u>Estimate</u>	1993 <u>Estimate</u>
Management of Lands and Resources				
Account No. 14-1109-0-1-302				
I. Contractual Services				
Individual Experts & Consultants	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Studies, Analysis & Evaluations	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Management & Professional Support Services	B.A.	1260	1260	1260
	Oblig.	1160	1160	1160
	Outlays	1158	1158	1158
Engineering & Technical Services	B.A.	810	810	810
	Oblig.	810	810	810
	Outlays	705	705	705
Subtotal	B.A.	2070	2070	2070
	Oblig.	1970	1970	1970
	Outlays	1863	1863	1863
II. Personnel Appointments				
	B.A.	95	95	95
	Oblig.	95	95	95
	Outlays	83	83	83
III. Advisory Committees				
	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Total	B.A.	2165	2165	2165
	Oblig.	2065	2065	2065
	Outlays	1946	1946	1946

Prepared: January 30, 1992
R. Hildebeidel
208-4168

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RESEARCH AND DEVELOPMENT

			<i>(dollars in millions)</i>		
	<u>Line</u> <u>Code</u>		<u>1991</u>	<u>1992</u>	<u>1993</u>
Conduct of Research and Development by Activity					
Basic Research	101	B.A.	---	---	---
		Oblig.	---	---	---
		Outlays	---	---	---
Applied Research	102	B.A.	4.1	9.5	6.5
		Oblig.	4.1	9.5	6.5
		Outlays	<u>3.6</u>	<u>8.8</u>	<u>6.7</u>
Total Research	103	B.A.	4.1	9.5	6.5
		Oblig.	4.1	9.5	6.5
		Outlays	3.6	8.8	6.7
Development	104	B.A.	1.2	1.2	1.2
		Oblig.	1.2	1.2	1.2
		Outlays	<u>1.0</u>	<u>1.0</u>	<u>1.0</u>
Total Conduct of Research and Development	199	B.A.	5.3	10.7	7.7
		Oblig.	5.3	10.7	7.7
		Outlays	4.6	9.6	7.7
Conduct of R&D Performed by Colleges and Universities	201	B.A.	1.0	1.7	1.7
		Oblig.	1.0	1.7	1.7
		Outlays	0.8	1.6	1.6
Research and Development Facilities	301	B.A.	---	---	---
		Oblig.	---	---	---
		Outlays	---	---	---

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RESEARCH AND DEVELOPMENT ACTIVITIES AS REFLECTED IN 1993 BUDGET

The BLM research and development program consists mainly of cooperative research projects involving applied research and development needs conducted by Federal research agencies and universities. The BLM's research and development activities are financed by benefiting program activities.

Areas of investigation include: increasing knowledge of how surface uses impact the air resource including acid rain, smoke and particulate matter, and monitoring techniques to provide timely air quality data over wilderness areas. Understanding surface and groundwater impacts as related to land use changes, such as surface mining, contribute to better decision making and enhance our knowledge about appropriate management practices. This would be reflected in more effective mineral extraction while minimizing the impacts to other resources present, both renewable and nonrenewable.

Rangeland resources continue to support those research efforts that provide a better understanding of the impact on the vegetation resources. Projects include those involving impacts of livestock on vegetation, soil erosion, water quality, and wildlife; techniques for controlling undesirable plants or noxious weeds; methods of reducing short term wildfire impacts; and efficient and effective ways of monitoring vegetation to determine impacts of management decisions and actions.

Wildlife requirements and habitat management and improvement methods are also areas of active investigations, with important efforts being directed towards development of improved techniques for management of riparian and wetland areas, upland game bird habitats and shrub restoration for big game winter range. BLM is continuing work on projects for the Snake River Birds of Prey which includes the evaluation of National Guard Activities on the biological productivity of selected raptor and prey species critical to maintaining the raptor populations within the Snake River Canyon and adjacent uplands.

The BLM will continue to conduct important cooperative studies of the Desert Tortoise populations and habitat in the southwest. This species has been listed as threatened by the Fish and Wildlife Service. Potential management practices and other techniques will be investigated and evaluated in order to ensure the recovery of the tortoise population with a minimum effect on other uses of the Public Land. The study is in support of the Desert Tortoise range-wide plan which encompasses parts of Utah, Nevada, Arizona and California.

The BLM will continue to carry out special studies, monitoring, and research associated with the northern spotted owl and other old growth-dependent wildlife species. The focus of the research includes habitat use, movements, seasonal distribution, recruitment and dispersal by young owls, and density studies. In addition, BLM cooperates on studies that characterize or describe important components and interactions of other old growth forest species. The 1993 Estimate includes \$2.4 million that is targeted for spotted owl, marbled murrelet and old growth research.

In 1993, Coastal Oregon Productivity Enhancement (COPE) will be in its seventh year of development. BLM provides \$1.3 million for this research. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range. According to the cooperative agreement, all of the funds allocated to COPE are transferred to the Forest Service Pacific Northwest Experiment Station which then provides payment to other cooperators.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

METRIC CONVERSION

BLM is participating in the Interior Metric Group which has developed the Departmental Metric Transition Plan. Upon Departmental approval of the Plan which is expected in early spring 1992, BLM will develop a Bureau Transition Plan to implement the Department's Plan.

Progress and Actions Taken in 1991

BLM, in cooperation with the Minerals Management Service (MMS) and the Bureau of Indian Affairs (BIA), completed the scoping step for testing the feasibility of converting Federal coal production accounting to the metric system. This effort identified a number of obstacles that stand in the way of an easy conversion.

The MMS and the BLM published a request for information in the *Federal Register* on September 17, 1991, seeking specific information on the use of metric measurements in business-related activities associated with drilling for and producing oil and gas from Federal and Indian oil and gas leases. Data received from the respondents will be used to develop MMS and BLM plans for specific initiatives to enhance cooperation with industry and with other interested parties in the conversion to the metric system. Coordination with the American Petroleum Institute's (API) Metric Task Group was established and will continue.

BLM is also actively participating in the Interior Department Subgroup of the Interagency Construction Subcommittee to develop a long-term metric implementation plan for construction activities.

BLM's new Wilderness Status Maps are being prepared with the legend and scale information presented in metric measurements. The new interagency map depicting the National Wild and Scenic Rivers System was prepared with the scale in dual dimensions.

Proposed Metric Activities During 1992

BLM, in cooperation with MMS and BIA, will work with industry and Congress to overcome obstacles to the use of metric units in coal production reporting.

BLM will display dual-dimensions for coal production data in the 1992 Annual Coal Report submitted to Congress. BLM will continue to identify other coal reports and documents with potential to be presented in metric units or dual dimensions.

Under guidance/direction from the Interagency Construction Subgroup, BLM (and other DOI agencies) will inventory the number of 1992/1993 construction projects to determine the impact of full metrication by January 1, 1994.

Metric units or dual-dimensions will be used in recreation-related maps.

Appropriate actions will be taken in accordance with the Department's Metric Transition Plan.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CROSSCUTTING MANAGEMENT INITIATIVES
CORRECTING MATERIAL WEAKNESSES

(dollars in thousands)

<u>Weaknesses Area</u>	<u>1992 Enacted</u>	<u>1993 Estimate</u>	<u>Change 1993</u>
Fluid Minerals (Oil & Gas) Inspection & Enforcement	10,950	14,450	+3,500
Oil and Gas Drainage	2,800	2,800	0
Indian Lease Diligence	120	120	0
Management of Mineral Materials	---1/	1,905	+1,240
Land Withdrawal Processing and Review	---1/	2,400	+1,200
Artwork, Artifacts, and Other Museum Properties	247	247	0

1/ Status as material weakness was first established with presentation of the 1993 President's Budget.

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